City of Seattle

Gregory J. Nickels, Mayor

Department of Planning and Development
D. M. Sugimura, Director

ANALYSIS AND DECISION OF THE DIRECTOR OF THE DEPARTMENT OF PLANNING AND DEVELOPMENT

Application Number: 3007149

Applicant Name: Triad Development

Address of Proposal: 601 Fourth Avenue

SUMMARY OF PROPOSED ACTION

Land Use Application to establish use for future construction of a 43 story building with 593,000 square feet of office, 12,000 sq. ft. of retail and 136 residential units above and a 3-story building with 19,000 sq. ft. of restaurant/retail. Project includes 30,000 sq. ft. of open space over five levels of below-grade parking for 600 vehicles, 114,000 cubic yards of grading, and new access to the existing Metro Bus Tunnel on Third Avenue. An addendum to the Downtown Height and Density Changes and Civic Center Master Plan Environmental Impact Statements and SEPA document for Downtown Zoning Amendment has been submitted.

The following approvals are required:

Design Review pursuant to Seattle Municipal Code Chapter 23.41 with Development Standard Departures:

1. Overhead Weather Protection (SMC 23.49.018A)
2. Overhead Weather Protection (SMC 23.49.018B
3. Overhead Weather Protection. SMC 23.49.018D)
4. Façade Modulation. (SMC 23.49.058B)
5. Façade Modulation. (SMC 23.49.058B)
6. Sidewalk Widths. (SMC 23.49.022)
7. Façade Setback Limits (SMC 23.49.056B2b)

SEPA - to approve, condition, or deny pursuant to 25.05.660.

SEPA DETERMINATION: [ ] Exempt [ ] DNS [ ] MDNS [X] EIS[1]

[ ] DNS with conditions

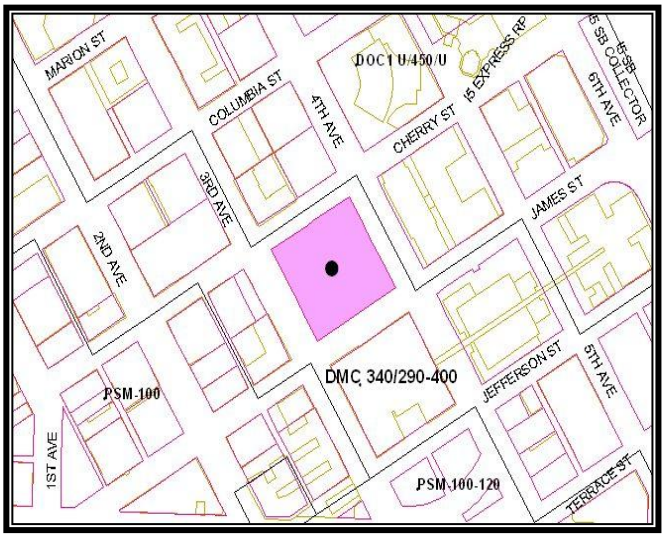
[ ] DNS involving grading, non-exempt or demolition or involving another agency with jurisdiction

[1] **This project includes an Addendum to the Downtown Height and Density Changes Final EIS dated January 2005, the Civic Center Master Plan Final EIS dated March 2000 and the SEPA Document for Downtown Zoning Amendments (2007) which is adopted with this Decision. This Addendum was noticed on April 2, 2009.**

BACKGROUND DATA

Site and Vicinity Description

Formerly the location of the city of Seattle's Public Safety Building, the vacant site has had considerable excavation and shoring. Bound by the rights-of-way of Cherry Street, James Street, Third Avenue and Fourth Avenue, the full block site's natural grades slope considerably from Third Ave. to Fourth Ave. by approximately 26 feet. The incline from the lowest corner to the highest (compass points south to north) measures roughly 34 feet according to DPD's GIS maps.



The 57,120 square foot site sits amongst a collection of civic buildings belonging to the city of Seattle and King County. Directly across Fourth Ave. lies City Hall (2003) and beyond it stands the Seattle Justice Center (2001). The King County Courthouse (1916) lies across James St. with the King County Administration Building (1971) and the King County Correctional Building (1985) marching uphill between James and Jefferson Streets. Significant non-governmental buildings in the vicinity include the Columbia Tower, the Arctic Building, the Dexter Horton Building, the Lyon Building, the St. Charles Hotel, the Alaska Building and the former Morrison Hotel. The Dexter Horton (1922), the Arctic (1916) and the Lyon (1910) possess historic landmark status. The neighborhood's character is illuminated by the remarkable facades of the Dexter Horton and Arctic buildings with their intricate terra cotta ornamentation and by the more recent insertions of the Bohlin, Cywinski, Jackson designed City Hall and NBBJ's Justice Center with their harmonious mix of buff stone, glass and metal and their elements of sustainable design. Currently the area has witnessed the conversion of the Arctic and Alaska Buildings from offices into hotels.

The site possesses a Downtown Mixed Commercial (DMC) with a 340/290-400 zoning classification. Non-residential uses have a height limit of 340 feet. Residential uses have a base height limit of 290 feet with an upper limit of 400 feet achieved with bonuses. This zone just north of Yesler Way runs from First Ave. and Madison St. up the hill to Yesler and Interstate 5. To the north, the zoning changes to Downtown Office Core One (DOC 1 U/450-U) with unlimited and 450 foot height limits. The Pioneer Square Mixed (PSM 100) with a 100 foot height limit zone lies to the south of the site.

Third and Fourth Avenues rights-of-way measure 84 feet and possess a city classification as principal transit and Class I pedestrian streets with 18 foot sidewalk requirements. Third Ave. has street level use and property line façade requirements in the Seattle Land Use Code. The rights-of-way widths for Cherry and James Streets are both 66 feet. Classified as both Class II pedestrian and principal arterial streets, they have 12 foot sidewalk requirements and lie within a designated view corridor. James St. carries traffic both east and west bound while Cherry St. is one way east bound. Third Ave. runs both north and south bound; Fourth Ave. travels one-way north bound.

Project Description

The applicant proposes to design and construct on a full city block (the former location of the city of Seattle Public Safety Building) a complex comprising a mixed-use residential and office tower, a retail pavilion, a civic plaza, and a below-grade parking garage. The tower would be located on the north portion of the block along Cherry Street with its footprint covering approximately 45 percent of the site. The other 55 percent would be devoted to public open space and retail uses. The tower and the plaza would sit above an underground garage with an estimated 600 parking spaces.

Features or elements composing the plaza include an amphitheater, a connection to the Metro tunnel below Third Ave., retail uses in the tower and along James St. facing onto the plaza, a significant water feature visually connected to the City Hall and Justice Center fountains, and a small pavilion along Third Ave. housing retail uses and escalator access linking the Metro tunnel with the upper level plaza. These features met requirements in the Request for Proposal. The plaza would connect Third and Fourth Avenues and create a visual transition to the City Hall plaza. A green roof above retail spaces on the plaza and other sustainable features would be a critical part of the open space and tower development.

At the time of the first Early Design Guidance meeting, the project team presented a series of very preliminary massing studies of the structure illustrating variations on a 340 foot office block with two residential towers rising to 400 feet above the commercial volume. In some permutations, the residential portions merged and rose above the 400 foot height limit. The project team conveyed its interest in continuing to explore tower options before presenting the three or so alternatives to the combined Design Review Board. A Land Use Code amendment has been prepared by DPD staff and approved by the Seattle City Council to allow increased height in the DMC 340/290-400 zone when a parcel abuts a DOC zone and is able to provide a minimum of 25,000 square feet (or 35 percent of lot area whichever is greater) of civic space. The proposed code amendment would not allow greater density in exchange for the height increase.

Design Evolution

Early in the conceptual design phase the plaza design conveyed greater architectonic qualities than the tower. A series of wide steps and terraces called the Upper Cascade would extend from James St. on the south to the tower on the north side of the plaza. Pedestrians would descend from Fourth Ave. to a level plaza located at the center of the complex. The tower to the north and a retail structure to the south would flank the plaza. At the southwest portion of the plaza, a structure named the People's Pavilion would rise above the plaza and provide a venue for entertainment and cultural events. A Lower Cascade of steps and terraces would descend toward Third Ave. and the metro tunnel entrance. The applicant intends to integrate regional materials, art and water to form an "urban landscape sculpture" that provides functional spaces for programmed events, circulation and passive recreation. Water would follow the cascading steps and visually link the plaza to the water features at City Hall.

At the second EDG meeting, the applicant proposed creating vehicular access from Cherry, moving the Metro station escalator from a standalone position on Third Ave. to imbedding the escalator in the retail structure at the corner of Third Ave. and James St. The applicant also presented more explicit tower designs concepts.

The design team's presentation at the third EDG meeting depicted modifications to the tower's massing, to vehicular circulation and its access from the streets, and to the arrangement of retail and Metro tunnel access from Third Ave. The tower's southern façade formed a gentle concave shape reflecting the plaza's two-dimensional convex shape. The articulation of the facades evolved into alternating ribbons of glazing and opacity above a predominantly fenestrated base. Emerging from the office mass, the residential volume had a vaguely petal shape configuration in plan defined by three rounded corners. The entire residential mass set hard on the tower's eastern edge (Fourth Ave.) occupying roughly half of the footprint of the office plan. The placement of two garage entrances on James Street would allow one-way automobile access into the complex and ingress and egress for trucks. Vehicles of office and residential tenants would enter on James St. and exit the garage onto east bound Cherry St. In the this scenario, service vehicles would enter from James St., access the interior loading docks, and turn around within the garage and exit back onto east and west bound James St. The design changed considerably along Third Ave. forming a three-story retail / transit pavilion splitting the previous grand staircase into two smaller but still generous stairs terminating at the Third Ave. sidewalk. An escalator emerging from the Metro tunnel and a retail space would front Third Ave. Above the retail, another retail use would face the heart of the plaza with the structure seen as a backdrop to much of the activity on the plaza. The glass cylinder known as the People's Pavilion from earlier concepts had been removed as a feature and replaced by the notion that the plaza is a flexible space capable of handling a variety of performances and events of many sizes situated in several areas of the plaza. The plaza's circular form is an appropriate shape for multiple performance venues although the directionality of the steps may impose some limits on that intention. The applicant proposed green roofs or sustainable features over the three structures.

The Board's response focused upon five major areas: site planning and massing, the street edges, the plaza, architectural character and expression, and sustainability.

By the first Recommendation meeting, the applicant proposed several significant changes to both the plaza and the tower. The central portion of the circular plaza evolved into a shallow amphitheater embraced by the newly concave form of the retail pavilion and the sinuous curve of the tower's plaza level. Rounded corners of the tower and the metro station pavilion further emphasized the sense of motion. A wind study analysis of the plaza led to other revisions. The designers enclosed the grand breezeway connecting Cherry St. at mid-block to the plaza and eliminated an exterior staircase linking the corner of James St. and Third Ave. to the plaza level. The changes would help eliminate powerful wind gusts into the plaza. Four elevators in a distinct structure facing Third Ave. would facilitate the passage of Metro Transit riders to and from the station to the plaza area and the retail pavilion. The applicant also proposed eliminating public access to the roof top garden above the retail pavilion. A notable addition to the plaza design was a curved water wall facing the grand steps leading from Third Ave. to the plaza. This waterfall would begin at the circular plaza level and extend to Third Ave.

The tower form also evolved in the period between the EDG and the Recommendation meeting. In order to emphasize the structure's verticality, the architect aligned the residential floors in plan with the Fourth and Cherry St. facades of the office tower. A crease, visually separating in-half the office mass, suggested in elevation two side by side towers with the eastern portion approximately 14 floors higher. On each elevation of the higher tower, a set of two piers expressed on the exterior, emphasizing vertical movement and counterbalancing the horizontality expressed by the ribbon windows, the brise-soleil and continuous spandrels. Tower materials would comprise onyx and limestone at the base, glazing and anodized aluminum above. A glass mechanical screen enclosed a green wall that further enclosed the mechanical equipment

penthouse at the tower's upper roof. At the Recommendation meeting, the architect presented other possible resolutions for the top including a halo floating above the roof top mechanical rooms.

The presenter at the second Recommendation meeting identified several significant changes to the plaza and the structures surrounding it. The form of the tower's western base evolved in plan to mirror the eastern half, forming entries into the tower from both Cherry St. and the plaza at the mid-point of the tower plan. Aligned with the crease, which visually separates the office mass into two vertical halves, the new entry points gave reason to shift the circular center of the plaza toward the east and to reduce modestly the number of terraces ringing the amphitheatre. The breezeway evolved from a grand interior promenade along the north south axis to a hallway aligned with the exterior creases above the plaza and Cherry St. In place of the breezeway, a public atrium would occupy the southern portion of the eastern tower block overlooking the plaza; its advantages include an adjacency to the plaza and a southern exposure.

The proposed design of the Metro pavilion and the retail pavilion also transformed. Seen as distinct structures in form and materials in earlier iterations, the two structures became integrated into one encompassing structure. In reaction to earlier Board guidance, the architect shifted the location of the elevator connection between the plaza level and the Metro station from Third Ave. to the corner of Third and James St. This proposed move created a continuity of retail space along Third Ave. and identified a more coherent place to enter into both the Civic Square complex and the Metro station. Access to the roof would occur above the western portion of the retail pavilion but remain unavailable to the public along the larger green roof overlooking the southern edge of the plaza.

Selection of an artist to join the development team was announced at the second Recommendation meeting. Ned Kahn, a MacArthur Foundation fellowship winner, attempts to frame natural phenomena in his work. Located throughout the world, his public art can be found locally in the Issaquah Highlands and the University of Washington, Seattle, Department of Oceanography.

Most of the massing and conceptual design issues had been settled by the end of the second Recommendation meeting. The salient changes presented at the Third and Final Recommendation meeting occurred in response to the Board's earlier difficulty with the design of the base. The applicant discarded the proposed onyx and limestone facing in favor of a variety of glazing systems along the four street fronts of the complex. Escalators linking the Metro station with the plaza replaced the elevators at the corner of Third Ave. and James St., creating a greater sense of openness at the intersection. Refinements to the skin of the tower evolved as well. The applicants eliminated the bris soleils in favor of a glass spandrel system with a series of fritted horizontal striations wrapping the proposed structure. Signage and lighting concepts for the plaza were given graphic representation. The presentation provided more details of the plaza's materials and fountains.

Public Comments

The following summarizes the public comment during the early design guidance phase.

EDG Meeting #1 (June 26, 2007):

- Encourage design of a tall, slender tower.

- Prioritize residential use. Add more residential units to the program in order to activate the neighborhood and plaza during off-hours.
- Consider the site's slope as an asset to the project design.
- Appreciates the landscape theme of mountains to city to sound.

EDG Meeting #2 (August 28, 2007): No comments.

EDG Meeting #3 (November 13, 2007):

- Express the top of the tower. The design echoes the Columbia Center and other flat topped structure in the vicinity.
- Introduce more vertical elements at the base of the tower to emphasize the human scale. There is an abrupt transition from the pedestrian realm to the façade above it.
- James St. appears intriguing. The architect needs to break-up the large expanse of materials. It needs a greater sense of human scale.
- Two features should be analyzed as potential wind tunnels: the Southwest entrance to the plaza and the breezeway from Cherry St. to the plaza.
- Restaurants should be at plaza level rather than above it. Tables and chairs should spill onto the plaza. The architects should find ways in which diners could use the outdoors even during inclement weather. Small, temporary pavilions (often seen in European cities) could provide cover for outdoor dining.
- Study the uses facing the plaza in order to maximize that space.
- It is difficult to see the architecture and understand the systems inside the proposed structure.
- Prefer a readable architecture that generally one expects from Foster and Associates.
- Above the base, there is a lack of transparency. The horizontal lines are overwhelming.

Written Comments: DPD received three comment letters or emails. One letter discussed the importance of an uninterrupted view from the Bertha Landes room at City Hall to Elliott Bay. The author asked that the visual connection between the City Hall fountain and the bay not be blocked by the southern retail building on the Civic Square plaza. Another email focused on the design of the tower, particularly on the base and perimeter structures skirting James St. and Third Ave., the wall treatments and the entry points at each corner. Given the collective work of Foster and Associates, the city was receiving a traditional building hardly among the best of the firm's work. A third letter requested that the proposed plaza include a permanent Arctic Environmental Awareness emphasis.

ANALYSIS-DESIGN REVIEW

Design Guidelines Priorities

The project proponents presented their initial ideas at three Early Design Guidance meetings on June 26, 2007, August 28, 2007 and November 13th respectively. After visiting the site, considering the analysis of the site and context provided by the proponents, and hearing public comment, the Combined Downtown Design Review Board and Design Commission members identified the following Downtown Design Guidelines as high priorities. Board comments for each EDG meeting are labeled.

A. Site Planning & Massing

A-1 Respond to the physical environment. Develop an architectural concept and compose the building's massing in response to geographic conditions and patterns of urban form found beyond the immediate context of the building site.

EDG 3. The general revisions to the relationship of the tower to the plaza and the satellite structures met with the Board's general approval. The armature of the concave south façade of the tower, the triangular sustainability/transit pavilion, the sinuous retail pavilion, and the cascading plaza with its central circle forms a very fluid and porous public space. At Fourth Ave., the plaza with its wide steps and flanking structures mirrors the civic and honorific space across the street. As the plaza reaches Third Ave., the landscaping and the proposed retails spaces create a greater intimacy that matches the mercantilism that occurs along Third Ave. The Board noted the dynamism of the diagonal movement through the plaza and how much of the design effort has responded to the guidance from the second EDG meeting.

EDG 2. By the second EDG meeting, the applicant introduced the idea of adding a curb cut on Cherry St. as well as James St. in order to facilitate truck access. The applicant provided two variations of this idea. In one scheme, the curb cut and driveway begins close to the corner of Cherry St. and Third Ave. and descends to the below grade parking garage at an angle to Cherry St. In the other option, the driveway, perpendicular to Cherry St., bisects the pedestrian passageway connecting Cherry St. and the plaza midway between Third and Fourth Avenues.

The Board's reservations focused on the close proximity of the proposed curb cut to the intersection of Third and Cherry and the inherent safety issue of angling the driveway across a sidewalk. With the alternative scheme, the driveway potentially dominates the passageway giving precedence to vehicles rather than the pedestrian, and it creates a large curb cut on a pedestrian oriented street. The driveway's position across the street from a significant entrance to the Arctic Building is problematic.

The Board expressed its reservation that Cherry St. should not be a service entrance for trucks. Were pedestrian and vehicular movements to be coupled on Cherry, there would have to be a careful separation with the intent of creating a pedestrian place that allows vehicles. Ultimately, Cherry St. and James St. should have very different personalities with the pedestrian experience being distinct. The Board recommended using a traffic consultant to evaluate access and turning movements.

EDG 1. The mountain to city to sound concept as described by the landscape architect should significantly inform the plaza design on this steep slope although the reference should not be taken too literally. As a theme it enables the designers to tie the plaza into a greater regional framework and acknowledges that the site's slope represents a tremendous asset.

The Board reaffirmed its support for mid-block connections in order to bring people into the heart of the site. More information will need to convey to the combined Board how the applicant proposes to treat the site's edges. The treatment at the corner of James Street and Third Avenue should recognize the flow of pedestrian traffic from Pioneer Square and the stadia.

It is paramount that the applicant should develop a refined exploration of the tower massing and its relationship to the plaza and present this at the next EDG meeting.

A-2 Enhance the skyline. Design the upper portion of the building to promote visual interest and variety in the downtown skyline.

EDG 3. The tower should possess a sense of conclusion. Both this proposal and the Smith Tower have a narrower tower rising above a base. The Board strongly encourages the architect to explore significant changes to the top.

EDG 2. The architect presented several preliminary schemes of the residential portion of the tower focusing on the placement of the tower above the office component. As the proposed footprint of the residential tower is smaller than the office block, the residential block could be pushed either to the eastern or western portion of the site. The Board agreed with the architect's idea of sliding the residential block uphill to the east which would emphasize the building's verticality at Fourth Ave. and Cherry St. closest to the Columbia Tower.

All of the various schemes (see cover of the EDG packet) expressed the residential block as distinct from the offices by floating or lifting the mass over the office volume. Recognizing that the architect had not completed the exploration of the building form for the residential block, the Board did not comment upon the shape preferring to wait until a third EDG meeting in which the Board members expect two or three schemes with one identified as the applicant's preference.

EDG 1. The proposed tower will be highly visible from the west but particularly from the south where it lies on a diagonal between the Smith and the Columbia Towers, the city's oldest and tallest skyscrapers, respectively. The tower's image should not be a reinterpretation or echo of the Smith Tower. Although each of these structures will be iconic, they should not compete with one another.

B. Architectural Expression

B-1 Respond to the neighborhood context. Develop an architectural concept and compose the major building elements to reinforce desirable urban features existing in the surrounding neighborhood.

EDG 3. The applicant's responded to EDG 2 guidance by creating a separate retail / transit pavilion (the Sustainability Pavilion) along Third Ave., which serves to reduce the amount of open space at the foot of the stairs. The Board expressed its comfort with this rearrangement of significant plan elements. However, the Board, requesting the applicant redesign the circulation system from the Metro tunnel to the plaza, noted the awkwardness for pedestrians to use two sets of escalators in two different buildings to access the plaza. It makes little sense. The connection to Metro should be direct and obvious from the plaza. Given the anticipated number of Metro users, the space along Third Ave. seems too small and not gracious enough to accommodate the transit riders.

The Sustainability Pavilion successfully defines pedestrian movement in and out of the plaza; the pavilion's use remains unclear.

EDG 2. The applicant responded to the earlier guidance by enclosing the escalator to the future Metro light rail station within the retail structure and orienting it to the intersection of Third Ave. and James St. This gesture connects the street corner to the central plaza midway on the site and engages the Metro station with the site's major retail space. In general, the Board endorsed this concept; however, the Board members observed that the shift in the escalator's placement left a largely undeveloped open space along Third Ave. at the foot of the steps (see guidance D-1) and placed the arriving pedestrians from the station directly behind the People's Pavilion, which would potentially seem awkward during performances.

The People's Pavilion was a key element of the applicant's original submittals. The clarity of purpose and form of the Pavilion has been compromised; this area should be redesigned to reinforce the civic gesture.

EDG 1. The Board emphasized the importance of the site's relationship to several key neighborhood features: 1) the site's connection with Pioneer Square; 2) the plaza's relationship to a larger downtown open space system; 3) the high quality historic buildings nearby and the 4) the Metro station entry. At the next EDG meeting, the design should clearly acknowledge or reflect the importance of these downtown elements.

The applicants should continue to return to the principles that evolved from the Civic Center Master Plan and the Seattle Design Commission's recommendation for the Public Safety Building Site.

B-2 Create a transition in bulk & scale. Compose the massing of the building to create a transition to the height, bulk, and scale of development in neighboring or nearby less-intensive zones.

EDG 3. In response to EDG 2 comments, the design team pushed the base of the tower toward the plaza, thus reducing the extent of the building overhang, and added a set of interior stairs adjacent to the plaza stairs. Two small interior spaces in the tower base spill out onto the plaza landings visually and physically joining the plaza and the tower. The design team also reshaped the curve of the tower's south wall into a gentle concave form that embraces the shape of the circular plane of the plaza.

EDG 2. The office block extends over a considerable portion of the plaza (see pp 60-61 of the packet). The Board observed that the footprints of the tower and the retail building reduce the width of the plaza directly exposed to the sky to the size of the adjacent rights of way. On one hand, agreeing with the architect over the basic wing-like form of the office volume, the Board emphasized its displeasure, on the other hand, with the extent of the overhang into the mid-plaza area---the size and presence of the overhang diminishing the plaza's quality as a major public place. The concave plaza and the convex shaped tower should be redesigned or modified to find a better marriage between the two.

EDG 1. Continue to explore with alternative studies the transition of the tower to the plaza and its impact on users of the open space. Results of the analysis should be provided at the next EDG meeting.

The architect discussed a datum line generated from the King County Courthouse (at the third floor or so) as a significant marker for the design's evolution. The Board will want to see the analysis of this design aspect.

B-3 Reinforce the positive urban form & architectural attributes of the immediate area. Consider the predominant attributes of the immediate neighborhood and reinforce desirable siting patterns, massing arrangements, and streetscape characteristics of nearby development.

EDG 3. By the third EDG meeting, the design team extended the retail pavilion to Fourth Ave. A large circular staircase connects the Fourth Ave retail area with the upper level restaurant and a proposed green roof. Board guidance encouraged a separate vertical connection linking the green roof and the restaurant with Third Ave. The placement and size of the circular stair dominates the cubical volume and likely precludes the possibility of another use coexisting with the stairs. Additional uses will generate more activity when the stairs are not in use. Doors to the stairs / retail pavilion should also front on to Fourth Ave.

The height of the building overhang from Third Ave. and Cherry St. to the breezeway warrants the installation of a protective overhead canopy. As the pedestrian travels up the hill, the nature of the transparent glazing as presented in the drawings provides views into the interior retail spaces from above it.

The north face of the retail pavilion could be more dynamic than anticipated by the designers.

The design team should consider whether the water cascades down to Third Ave. on the side of the stairs closer to the retail pavilion or nearer to the tower.

EDG 2. The proposed placement of retail spaces at the corner of Fourth Ave. and Cherry St. and the escalator at Third Ave. and James St. emphasizes the importance of the development's engagement with the adjacent streets and balances the inward focus of the retail space and plaza with recognition of the pedestrian activity along the streets. Future drawings should represent how the retail is accessed from the plaza and street. Heights of the retail space should exceed 13 feet.

At the next EDG meeting, the architect should address both the relationship of the proposed building façade with the historic structures (Arctic and Dexter Horton buildings) across Cherry St. and the north/south pedestrian circulation from Cherry to the plaza. With truck and other vehicular access proposed along Cherry St., both the proposed structure's façade and pedestrian passageway are in danger of being compromised. Even without vehicular access from Cherry St., the plans at mid-plaza level show nothing to engage the pedestrian along the long tunnel that connects the plaza to the street.

The Board desires a stronger visual connection between the City Hall steps and the corner at Fourth Ave. and James St. The proposed ramps up to the retail pavilion and down to the mid-plaza circle do not produce, according to the Board, a significant civic response to the great stairs. (See guidance C-4)

Future drawings of the plaza should also contain the entire City Hall complex in order to show the relationship between the open spaces and to ensure a two block composition.

EDG 1. The proposal should acknowledge the high quality structures along Cherry St., which contribute to the sense of urbanism with their fine grain detailing and a respect for the human scale. These qualities should ultimately inform the design of the tower's lower levels. Noting the preliminary concepts, the Board observed that at Cherry and James streets the complex seems internally focused. For the next Early Design Guidance meeting, more design studies should depict a positive pedestrian experience along the Cherry and James sidewalks.

B-4 Design a well-proportioned & unified building. Compose the massing and organize the publicly accessible interior and exterior spaces to create a well-proportioned building that exhibits a coherent architectural concept. Design the architectural elements and finish details to create a unified building, so that all components appear integral to the whole.

EDG 3. The Board approves the form of the residential mass and its placement along Fourth Ave; however, the Board encourages a greater differentiation between the residential and office volumes. The insistency of the banding on the facades promotes an appearance of homogeneity marrying the masses too closely together. The architects should produce different treatments of all the facades based on sustainable concepts.

Because the upper portions of the Cherry St. façade are quite long, they need more interesting things happening. The facades should become increasingly more interesting as one approaches a building.

The design of the base, particularly on Cherry St., should derive its resonance from the historic buildings by possessing distinctive detailing with a human scale. The datum line based on the King County Courthouse does not read as strongly as the presentation slides suggest.

Both the retail pavilion and the sustainability pavilion lack any real architectural character mostly due to lack of design attention. This should be rectified by the Recommendation meeting.

The Board looks forward to reviewing materials at the next meeting.

EDG 2. The Board requested that the architect present a preferred scheme for the tower at the next EDG meeting with material and color choices. Board members requested that the drawings express the tower's structural system. The retail spaces should also be developed to the same extent. The purpose and design of the People's Pavilion should be clarified.

EDG 1. The evolution of the plaza and tower should occur as an integrative whole. The tower, the plaza and the elements of the plaza, the People's Pavilion for example, should appear unified with one another.

The applicant presented a lengthy discussion of the placement of the tower's service core and its relationships with the programming of the offices, the plaza and the neighborhood as well as its overall response to the city's zoning regulations. The Board did not provide precise guidance on the core placement but acknowledged the applicant's desire to explore a rezone in order to create a taller and thinner structure. The combined Board does not have the legal authority to decide upon a rezone request; however, the downtown Design Review Board has considerable influence on the form and massing of the structure as long as it complies with the Seattle land use code or recommends a departure from qualifying land use code standards.

Sectional diagrams of the tower should be developed to show the relationships between private and public spaces. Further design exploration of this relationship should create the potential of generating interesting ideas.

C. The Streetscape

C-1 Promote pedestrian interaction. Spaces for street level uses should be designed to engage pedestrians with the activities occurring within them. Sidewalk-related spaces should be open to the general public and appear safe and welcoming.

EDG 3. Although James St. will house service and vehicular entrances, the pedestrian realm should not be overlooked. The Board encouraged the architects to incorporate overhead weather protection, the escalator and the green wall into one integrated element comprising the James St. facade.

EDG 2. The Board endorsed the proposed distribution of retail spaces at Fourth Ave. and Cherry St. and Third Ave. and James St.

EDG 1. The Board raised several key points: there should be a variety of pedestrian paths through the site; the paths need to be integral with the plaza, the Metro station and the tower; and the site grade should be seen as a positive condition. Among the various circulation patterns, there should be some type of prioritization. Foremost, the design should recognize that people will use the plaza for multiple reasons.

At the EDG # 1 meeting, drawings of the streetscape component were hard to read. At future meetings, the architects will need to provide much more detail with large scale drawings of the streetscape.

C-2 Design facades of many scales. Design architectural features, fenestration patterns, and materials compositions that refer to the scale of human activities contained within. Building facades should be composed of elements scaled to promote pedestrian comfort, safety, and orientation.

EDG 3. The Board asks for more detail at the tower's base and the use of opaque or solid materials. The stone and other materials used at City Hall and the Justice Center should be introduced on this site to promote the unified approach intended in the Civic Master Plan. By inserting more detail at the tower base fronting Cherry St., the design will promote a greater sense of human scale and place to matches that of the Arctic Building.

EDG 2. The development team should continue to produce drawings of each level from the top of Fourth Ave. to the bottom of the slope at Third Ave. in order to understand how the structures meet the sidewalks and the plaza. In the next EDG packet, the drawings and models will need to be more precise.

EDG 1. Design the tower and the plaza for a human scale where they meet the sidewalk. The slope on Cherry and James Streets should create interesting design opportunities.

The Board wants to see drawings of each level from the top to the bottom of the slope in order to understand how the structures meet the sidewalks and the plaza. Clearly illustrating the design proposals for the lower levels of the complex where they meet grade should help everyone in understanding the sense of dynamism (or lack of it) of the proposal. A larger base model will be necessary for the next meeting.

C-3 Provide active, not blank, facades. Buildings should not have large blank walls facing the street, especially near sidewalks.

EDG 3. Board members noted the large expanse of the green wall on James St. Greater penetration of the upper levels would provide views to the south from the restaurant. In general, the architects should add more transparency to the James St. façade and choose interesting materials and detail beneath the green wall to ensure a good façade even when the wall lacks foliage. See guidance C-1.

EDG 2. The drawings presented at the 2nd EDG implied that the lower James St. elevation would consist of a green wall as an antidote to the blank walls obscuring the loading berths and parking garage. The Board encourages the showcasing of environmentally sustainable features along James St. in keeping with the proposed green roof above the retail pavilion. The Board also endorses the idea that the lower elevation's appearance along James St. could be a mostly solid or opaque base supporting a delicate, glassy structure without sacrificing a pleasant pedestrian experience on James St.

EDG 1. The relationships of the parking garage and the Cherry and James sidewalks have the potential of creating blank facades at street level. The Board requested a minimal amount of blank walls at these locations.

The Board acknowledged that James St., due to the need for garage and loading access, would also act like a service street to the full block development. Creating an attractive street façade will remain the applicant's challenge.

C-4 Reinforce building entries. To promote pedestrian comfort, safety, and orientation, reinforce the building's entry.

EDG 3. Greater attention should be paid to the design of the entrances. At EDG 3, there was no sense of what these important elements were like.

EDG 2. See Guidance B-3. Development at the corner of Fourth Ave. and James St. must speak both symbolically and philosophically to the presence of City Hall and its grand steps across the street. Retail should not overwhelm the arrival.

EDG 1. The Fourth Ave. and James St. corner is an important destination as the grand steps from City Hall should lead to somewhere significant. How does one integrate City Hall plaza and the upper levels of the Civic Square site? Other significant entry locations should occur on Cherry St. and at the corner of Third Ave. and James St.

The Board agreed that the formal entry into the office building should occur on Fourth Ave.

C-5 Encourage overhead weather protection. Encourage project applicants to provide continuous, well-lit, overhead weather protection to improve pedestrian comfort and safety along major pedestrian routes.

EDG 3. Overhead weather protection should be added to the north façade of the retail pavilion facing the plaza. In addition, overhead weather protection should be integrated into the James St. façade in the places it won't interfere with service and vehicular entries.

EDG 2. According to the Board, the proposed height of the office mass extended over the plaza would not function well as weather protection. The Board strongly encourages the development team to reduce the amount of overhang immediately above the central portion of the plaza and rethink the solutions for effective overhead weather protection.

The applicant also presented a series ideas for a canopy that would join the tower and the retail building by extending over the central portion of the plaza. Although the ideas appeared to be preliminary at the time of the meeting, the Board members observed that the canopy should be moveable or temporary (installed for specific occasions), sculptural and elegant, and integral to the complex's circulation system. The Board noted that the canopy as a special art piece would not serve as a collector of people but rather as a means of facilitating activities. By the next EDG meeting, the functions and designs for the canopy and the People's Pavilion should be more highly developed.

EDG 1. The plaza must be in use year round. Overhead weather protection should support this aspiration. Canopies should amplify the pedestrian paths into and through the site.

D Public Amenities

D-1 Provide inviting & usable open space. Design public open spaces to promote a visually pleasing, safe, and active environment for workers, residents, and visitors. Views and solar access from the principal area of the open space should be especially emphasized.

EDG 3. Reiterating a theme stated in earlier EDG meetings, the Board requested that small gathering spaces are needed on the plaza. Board members noted that the portion of the plaza on the south side of the tower would receive the most activity due to the solar exposure and encouraged the location of cafes and restaurants along the plaza. It was observed that too much circulation is hugging the south side of the tower.

Board members especially appreciated the comparison and contrast of the proposed plaza with other significant open spaces such as Rockefeller Plaza and Copley Square. These comparisons should be included in the Recommendation meeting packet.

EDG 2. Noting that the framework of the plaza had not changed between the first and second EDG meetings, the Board offered the following guidance: imbue the plaza with more personality and greater diversity of spaces; the big idea (the cascading steps and water) also needs smaller ideas; create intimate sanctuaries for gathering; and add more clusters of trees and vegetation. Other solutions include finding a balance of water features and providing a mix of rough and sleek materials, and reducing the amount of space devoted to steps.

Significantly, the Board requested (see guidance B-1) a redesign of the area at the foot of the steps along Third Ave. and a stronger connection to the City Hall steps at the corner of Fourth Ave. and James St. By proposing to move the escalator to the corner of the retail building, Third Ave. would lose a feature capable of drawing people to the plaza. The Board requested that the applicant propose changes to the plaza along Third Ave. by adding significant landscape elements and/or retail. One strategy is to use these elements to bifurcate the space in front of the stairs. The Board suggested that the applicant team evaluate the Wells Fargo plaza on Second Ave. between Madison and Marion Streets as an example of the paradox of a successful plaza that appears unable to support retail.

EDG 1. The success of the open space will depend upon the success of the retail. The Board recognizes that the development team understands that they must devote considerable effort to understanding the type of retail that will work in this location and how it will function on the site. At this preliminary stage, the shapes of the retail space appeared unusual. The Board anticipates that this may change as the design evolves. Retail uses should also be included at the plaza level.

Likewise, the type of programming for use of the plaza represents a critical component in its activation. Will there be cultural programs, daycare, art work etc? The Board looks forward to entering a dialogue on this subject.

The Board questioned whether the flat portions of the open space would be animated when not housing a festival or some large gathering of people. In this early design stage, the Board observed that the public space appears too homogenous. The Board desires more variety, "more dramatic and gentler". Efforts should be made to make it accessible and will be paramount in the evaluation as this is not clearly shown yet.

The Board observed that the lower level of the plaza and the tower did not seem fully thought through. The plaza's connections to Third Avenue and the transit stop are very important as well as the transition from the plaza to the City Hall steps. Access to the Metro tunnel should inform the design development. However, Third Ave. design concepts appear to lack a point of destination.

Introducing residential use in this area of downtown poses the challenge to design a complex that reinforces a sense of community among those that will dwell there.

Differentiate between public and private spaces. Although ambiguous spaces contribute to cities, this separation should be clear. Sectional drawings should be created that clearly display private and public spaces.

D-2 Enhance the building with landscaping. Enhance the building and site with substantial landscaping—which includes special pavements, trellises, screen walls, planters, and site furniture, as well as living plant material.

EDG 3. Imbue the plaza and the proposed structures with materials from City Hall and the Justice Center to create a sense of continuity. The Board welcomed the idea of organizing the plaza so that Fourth Ave. could be closed off for large events. Selected materials and landscaping should assist in creating a unified scheme.

EDG 2. The Board members welcomed the preliminary ideas for the roof garden above the office block and commented that in downtown there are a number of dramatic public open spaces at upper levels of buildings (e.g. the IDX building and the Justice Center). The Board encouraged the developer to consider creating an upper level roof terrace available for public use.

EDG 1. The entire project represents a profound exercise in landscape design. As indicated in the background section above, the landscape plaza is a primary requirement of the project. The building itself should embody the landscape concepts that imbue the plaza. Consider adding a roof garden for the office tower. The design of the structure's upper terraces should appear integrated with the overall landscape design concepts. The plaza and its related terraces and balconies should express a dialogue between the mix of wildness and tameness.

The Board stated that proposed water features should vary depending upon the seasons and welcomed the concept of the People's Pavilion.

D-3 Provide elements that define the place. Provide special elements on the facades, within public open spaces, or on the sidewalk to create a distinct, attractive, and memorable "sense of place" associated with the building.

EDG 3. Once again encouraging the use of sustainable features, the Board expressed its belief that sustainability could become the primary means of defining the place. With the sustainability pavilion and emphasis on green features as predominant elements of the structures and the plaza, the project's identity could be established. Guidance from the Board include the following: use the south face of the tower to create a system to collect heat, encourage businesses that have a strong sustainable ethic, and bring sustainable features or elements to the lobby levels of the buildings so that they are not only perceptible but allow building users to participate in the experience.

The applicant and the Board noted the possibility of using the upper portion of the sustainability pavilion facing the plaza as an art wall. The applicant also mentioned the idea of installing a JumboTron or large video screen. Efforts to select a participating artist have begun.

EDG 2. Acknowledging the sustainability concepts presented in the packet, the Board encouraged the development team to enhance these ideas artfully by imbuing the plaza and the structures with a memorable or distinct sense of place similar to how the water features along Vine St. lend that streetscape a distinctively Seattle character.

The landscape architect mentioned to the Board that it was his desire to collaborate with a local glass artist to provide artwork in the plaza.

The future programming of the plaza is currently the city of Seattle's responsibility rather than the developer. However, the applicant needs to design the plaza with an understanding of the variety of activities that may occur on the plaza.

EDG 1. The applicant and its design team should aspire to no less than creating Seattle's most memorable public space. The "mountain to city to sound" concept ought to be abstracted in the design; taken too literally, the idea risks becoming a cliché.

Sustainable building concepts should be introduced at the next early design guidance meeting. The Board enthusiastically supports the applicant's desire to reach LEED platinum status.

Art should be integral to the design of the plaza. Clarification is requested of whether there is public art funding for the project.

D-4 Provide appropriate signage. Design signage appropriate for the scale and character of the project and immediate neighborhood. All signs should be oriented to pedestrians and/or persons in vehicles on streets within the immediate neighborhood.

EDG 3. The Board will review signage concepts later in the review process.

D-5 Provide adequate lighting. To promote a sense of security for people downtown during nighttime hours, provide appropriate levels of lighting on the building facade, on the underside of overhead weather protection, on and around street furniture, in merchandising display windows, and on signage.

EDG 3. As the design continues to develop, the combined Boards will review plaza and building lighting concepts.

D-6 Design for personal safety & security. Design the building and site to enhance the real and perceived feeling of personal safety and security in the immediate area.

EDG 3. No comments were added to the on-going discussion.

EDG 2. The Board observed that too much of the plaza was devoted to steps and that more spaces (eddies) for lingering should be developed.

Diagrams of events of different scales on the plaza should be represented.

EDG 1. Without crowds of people, the plaza should feel safe to pedestrians.

E Vehicular Access & Parking. Minimizing the Adverse Impacts

E-1 Minimize curb cut impacts. Minimize adverse impacts of curb cuts on the safety and comfort of pedestrians.

EDG 3. The Board expressed its satisfaction with the revised configuration for vehicle ingress and egress.

EDG 2. See discussion in Guidance A-1 for curb cut impacts.

EDG 1. Board members agreed with the applicant that curb cuts should occur on the two streets, James and Cherry, rather than the avenues.

E-2 Integrate parking facilities. Minimize the visual impact of parking by integrating parking facilities with surrounding development. Incorporate architectural treatments or suitable landscaping to provide for the safety and comfort of people using the facility as well as those walking by.

EDG 1. The Board asked the applicant to provide more information on this aspect at the next meeting.

E-3 Minimize the presence of service areas. Locate service areas for trash dumpsters, loading docks, mechanical equipment, and the like away from the street front where possible. Screen from view those elements which for programmatic reasons cannot be located away from the street front.

EDG 3. Service vehicles will enter into a below grade garage at James St. and maneuver in the garage to allow egress on to James St. as well.

EDG 2. The Board members reiterated their earlier comments and suggested that sustainable technologies, perhaps unsuitable for the plaza, could be demonstrated in the service areas and along James St.

EDG 1. Even with the presence of the vehicular service area on James St., the design of the façade on James should not entirely turn its back to the street. Blank facades and garage doors should be well designed. The façade and entry points on James St. should, at the least, suggest the civic nature of the space behind it.

MASTER USE PERMIT APPLICATION

The applicant revised the design and applied for a Master Use Permit with a design review component on March 26, 2008.

The SEPA comment period for this proposal ended on April 15, 2009. Two comment letters were received. One letter focused on the potential amenities at the bus stop on James St. and the overhead wires that support the electric trolley buses. The second letter addressed overall supply of parking downtown, transportation mitigation and parking operations.

DESIGN REVIEW BOARD RECOMMENDATION

The combined Design Review Board and Design Commission conducted three Recommendation Meetings on June 10, 2008, August 12, 2008 and November 18, 2008 to review the applicant's formal project proposal developed in response to the previously identified priorities. At the three public meetings, site plans, elevations, floor plans, landscaping plans, a model and computer renderings of the proposed exterior materials were presented for the Board members' consideration.

Public Comments

The following summarizes the public comment during the Recommendation phase.

Recommendation Meeting #1 (June 10, 2008): No one commented upon the project.

Recommendation Meeting #2 (August 12, 2008):

- The new circulation diagrams are improved and better explain the complexity of the site.
- The new scheme lacks a ceremonial promenade from the north. The breezeway is constricted and less important.
- At the very least, the green wall should relate to the green roof above it. The vegetation should cascade down from the roof. In general, the green wall is a lost opportunity. The design should provide exposure from the south and activate the elevation.
- Both the Third Ave and James St. and the 4th Ave. and James St. corners are brutal. They lack relief. The façade for the Metro entry is stagnant and unwelcoming at a particularly critical intersection. An escalator is preferable.
- The Third Ave. and Cherry St. façades are simply banal. Windows lack proportions.
- The lack of overhead weather protection along the edges has little justification and sets a poor precedent. The verbiage explaining the departures for canopies doesn't justify the reason for omitting them.
- The sidewalk widths should conform to the 12 foot regulations rather than request a minimal departure.
- The tower expression remains predominantly horizontal. In general, the tower lacks interest. The top is quite pedestrian.
- Lighting for the roof needs more specifics.
- The west and south edges of the base appear as if there are two architectural designers. The facades have very different aesthetics.
- The plaza lid extending from Fourth Ave. causes many design challenges.
- Look to the plaza at Two Union Sq. for an example of an open space adjacency to the street that works well. Two Union Square has multiple access points from the two adjacent streets.
- Because of the bus stops along James St., there should be adequate overhead weather protection, a bench, shelter and lighting for the transit riders to create a comfortable and secure experience.
- The perception of open space does not appear to meet the amount of 50 percent that was stipulated in the campus master plan.
- An escalator at Third Ave. and James St. should be reconsidered. The escalator at Wells Fargo is a good example of one that is out on a plaza and protected.
- The exterior design for the Metro Station at Third and James does not suggest a station. It should be much more dramatic and interesting. The subway station shown in the design review packet by Foster and Partners is much more expressive and interesting.
- Add overhead weather protection on Cherry and James streets. Nine months of the year the covering is needed in Seattle. The design sacrifices the comfort of transit riders and pedestrians for the applicant's desire to have people traverse the plaza when multiple options of pedestrian movement are necessary for good urban design.
- It does not appear that a glare study has been conducted for the plaza as the extensive amount of glazing on the tower will reflect light onto the plaza.

- The tower design is simply unimaginative when contrasted with another speculative office building, Two Union Sq. which has interesting architectonic moves, variation in the four façades, and a more interesting top.
- What happened to the trees that were proposed for the roof top in the previous scheme?
- The shading features (brise soleils) have been removed from the tower. These provided depth to a thin and generic shell. The sun shades should be included on the tower as they added much to the design in spite of their horizontality.
- The building design needs a sense of scale and a distinguishing character.

Recommendation Meeting #3 (November 18, 2008):

- Endorses adding overhead weather protection on Cherry St. The height of the canopies can be adjusted so that they don't block views from the interior. The canopies should also be lighter in appearance.
- The canopies on James St. should be redesigned so that they are not discontinuous and satisfy the Land Use Code requirements.
- The vitrines on James St. are too static in appearance. The applicant should be much more creative or imaginative about what occurs along James St. Some type of kinetic art would be more interesting.
- Consult with the current city of Seattle's wayfinding strategy and integrate it into the signage design.
- The central plaza would be an ideal location for an outdoor skating rink.
- The design and connection of the escalator to the proposed plaza and the Metro tunnel is very positive.

<u>Development Standard Departures</u>

The applicant requested departures from the following standards of the Land Use Code:

1. Overhead Weather Protection. Continuous overhead weather protection shall be required for new development along an entire street frontage.
2. Overhead Weather Protection. Overhead weather protection shall have a minimum dimension of 8' measured horizontally from the building wall.
3. Overhead Weather Protection. The lower edge of the overhead weather protection must be a minimum of 10' and a maximum of 15' from the sidewalk.
4. Façade Modulation. Any portion of a façade exceeding the maximum length of façade shall be set back a minimum of 15' from the street property line for a minimum distance of 60'.
5. Façade Modulation. Requires un-modulated façade to be limited to 80' in length above the 500' elevation and 100' in length above the 240'elevation.
6. Sidewalk Widths. James Street is a principal street with 12' sidewalk width.
7. Façade Setback Limits The maximum allowable area of all setbacks between the lot-line and façade along Cherry St. frontage is 2,380 sq. ft. determined by multiplying the length of the street frontage by an averaging factor of 10

Recommendations

Board Recommendations: After considering the proposed design and the project context, hearing public comment and reconsidering the previously stated design priorities the Combined Design Review Board members came to the following conclusions on how the applicant met the identified design objectives.

A. Site Planning & Massing

A-1 Respond to the physical environment. Develop an architectural concept and compose the building's massing in response to geographic conditions and patterns of urban form found beyond the immediate context of the building site.

*Recommendation Meeting #*3. By the Final Recommendation meeting, the massing of the complex remained consistent with the design presented at the previous meeting. The significant changes occurred at the base with the addition of an escalator at the corner of Third Ave. and James St and a much greater degree of transparency along the base. Discussion of specific changes and the Board's comments follows in other guidelines. (November 18, 2008)

Recommendation Meeting #2. The Board praised the designer's decision to combine the south retail pavilion and the west retail/Metro station pavilion into a single encompassing form. Shifting the Metro station elevators to the corner met with approval. However, the choice of materials and fortress-like appearance along the street edges was of significant concern and not acceptable. See Guidance B-1 for more analysis. (August 12, 2008)

Recommendation Meeting #1. In plan and in elevation, the plaza and the buildings continued to become more curvaceous in appearance as the massing of the retail pavilion began to embrace or wrap around the central plaza and amphitheater. Pedestrian movement through the proposed plaza would follow sinuous paths along the retail pavilion and diagonally sweep across the site from Fourth and James to the steps leading to Third Ave. The base of the tower, the Board suggested, could be further rounded to enhance the sense of enclosure surrounding the plaza. (June 10, 2008)

A-2 Enhance the skyline. Design the upper portion of the building to promote visual interest and variety in the downtown skyline.

Rec. #3. The top of the tower terminates in a fritted glass parapet that shields mechanical equipment. The glass screen's shape mimics the form of the tower beneath it. The frosted or fritted glazing gradually becomes more transparent the closer to the top. Drawings in the Final Recommendation booklet show elevations with various lighting schemes. The combined Board recommends accepting the roof design. (November 18, 2008)

Rec #2. The Board requested that the architect continue to refine the top of the tower with the intent of producing a more elegant presence on the Seattle skyline.

The architect's should continue to refine the building's skin. A mock-up of the glazing and spandrel system will need to be presented at the next Recommendation meeting. (August 12, 2008)

Rec #1. The Combined Board emphasized the need for a greater commitment to expressing the tower's verticality. Shaping the apex of the tower should enhance the sense of vertical lift. The concept of a box within a box (the mechanical penthouse surrounded by green walls within a glass enclosure) met with little enthusiasm by the Board members. A roof better expressing the technology of sustainability would be welcomed. The alternative concept of a halo appearing to float above the tower did not elicit reaction. The Board envisions a more powerful image on the city skyline. (June 10, 2008)

B. Architectural Expression

B-1 Respond to the neighborhood context. Develop an architectural concept and compose the major building elements to reinforce desirable urban features existing in the surrounding neighborhood.

Rec. #3. The transformation of the entire base from a stone plinth to an entirely transparent window wall met with the combined Board's approval. The transparency at the corners improved the sense of the complex's approachability for pedestrians. Locating escalators at the Third Ave. and James St. corner produced a better connection among the relationships of the street, the plaza and the Metro station.

A suggestion to relocate the stairs at Fourth Ave. and James St. to shift retail closer to the corner did not receive a positive Board recommendation. The Board recommended that the applicant attempt to add more transparency from James St. through the stairwell at the Fourth Ave. and James St. prow in order to better connect James St. to the plaza. (November 18, 2008)

Rec. #2. The entire base of the complex remains quite problematic. At Third Ave. and James St., the design of the Metro access pavilion lacks any visual clue that it connects to the Metro station or the plaza above the sidewalk grade. The proposed monolithic corner elements framing the entrance should produce a more welcoming corner that attracts people up to the plaza. The goals for the designers are to create much greater transparency and a building form that clearly indicates the function of the building as a connector to the Metro station and the plaza. The enclosure for the elevators should convey a sense of security for its users and an expression of its function. A base with these qualities can anchor the corner and exude a strong presence.

The Board suggested that the retail elevator, exit stairs, and the bike storage area should be ganged within the Metro elevator pavilion.

Perplexed by the choice of materials on Fourth Ave. and James St., the Board observed that an entirely opaque prow containing an exit stairs made little sense at this important corner. In fact, nowhere along its three street edges does the proposed structure announce itself as a retail pavilion. The structure should simply communicate what's inside the retail pavilion. (August 12, 2008)

Rec. #1. Elevators would access the Metro station and the plaza. Several of the Board members noted that escalators would provide a stronger visual connection to the plaza. Although the directness of the route from station to plaza has improved in the most recent scheme, the Board noted that lack of visual clues to the plaza hindered the current design. The Board members commented that the massing of the metro pavilion needed a stronger expression of verticality and an identity distinct from the general design of the overall complex. The Metro pavilion and the

retail pavilion on Third Ave. look large when in reality these structures would be small structures particularly in contrast to the tower and nearby buildings. The Board asked that the design for these structures be reconsidered to reflect their intimate size. The elevator tower could also be quite fun---a more whimsical structure than the others.

In a related issue, the Board, noting the removal of the proposed escalator at the Metro / retail pavilion, requested a direct connection to the plaza from the southwest corner of the site. Passage through the site without the use of an elevator was important.

The placement of stairs above the garage entry on James St. appeared confusing to the Board due to lack of access from the street. (June 10, 2008)

B-2 Create a transition in bulk & scale. Compose the massing of the building to create a transition to the height, bulk, and scale of development in neighboring

Rec. #3. The applicant's elimination of the stone base and the exterior upper level walkway met with the Board's approval. Arguing that an onyx interior wall would serve the same visual purpose as a well articulated curtain wall, the architect opted for a minimalist approach to the fenestration at street level. The Board provided tacit support. A second argument by the architect focused on the use of canopies along Cherry St. Again, the Board agreed that the building overhang would provide sufficient weather protection for pedestrians. The combined Board agreed with the applicant's departure request for a reduced amount of overhead weather protection. (November 18, 2008)

Rec. #2. The earlier guidance remains unheeded. The Board requested a full redesign of the base at Third Ave. and Cherry St. citing the limited amount of transparency (the basement like quality of the facades), the awkward relationship of the one-story base with the columns above it, and lack of adequate detailing. The circulation above the limestone base lacked a strong raison d'etre and would be inaccessible to most of the tenants and the public. The success of the restaurant and bar across Cherry provides more reason for greater transparency and a richness of detailing on the façade**.** The lower base at street level should be welcoming and entirely integrated with the higher base that extends up to the office level. It must have some form of weather protection along its edges. (August 12, 2008)

Rec. #1. The architectonics of the building base should respond to the richness of the surrounding structures. A datum line expressed in the overhang and in the retail and Metro pavilions relate to adjacent buildings. The design of the entrances, fenestration, materials, canopies and structural system at the base should contribute to the streetscape with the same exuberance as the neighboring landmark buildings. (June 10, 2008)

B-3 Reinforce the positive urban form & architectural attributes of the immediate area. Consider the predominant attributes of the immediate neighborhood and reinforce desirable siting patterns, massing arrangements, and streetscape characteristics of nearby development.

Rec. #3. The landscape architect presented the design of a more robust fountain along Fourth Ave. that would likely convey the connection between the two plazas at City Hall and Civic Square.

The elimination of the stone walls at the prow of the retail pavilion at Fourth Ave. and James St. met with the Board's approval. See B-1 guidance. (November 18, 2008)

Rec. #2. The introduction of a water feature along Fourth Ave. meets the earlier guidance the Board provided and complies with the campus master plan's vision of a stream beginning at the Justice Center and descending toward Third Ave. The water feature on Fourth Ave. will visually connect with the fountains at City Hall.

The east end of the retail pavilion should possess a suitable civic gesture. An exit stair enclosed in an opaque prow speaks neither of symbolic nor of visual connection between City Hall and the civic plaza. The opaque walls at the corner of Fourth and James are further addressed by the Board in guidance B-1. (August 12, 2008)

Rec. #1. Without the circular stair leading to the retail pavilion roof and the introduction of water at the amphitheater, the Fourth Ave. frontage lacks a strong civic response to City Hall and its plaza. The gesture of the stream moving downhill from its source at the Justice Center and the grand stairs that define the character and section of City Hall's exterior and interior should be received by the proposed complex and it, in turn, should contribute its own civic reply beginning at Fourth Ave. (June 10, 2008)

B-4 Design a well-proportioned & unified building. Compose the massing and organize the publicly accessible interior and exterior spaces to create a well-proportioned building that exhibits a coherent architectural concept. Design the architectural elements and finish details to create a unified building, so that all components appear integral to the whole.

Rec. #3. Refinements to the tower's skin and the addition of balconies overlooking the plaza helped create a more unified appearance. The Board noted its wish for the poetics of the building's top to be translated to the rest of the tower's skin.

The Board recommended approval of the applicant's improvements to the retail pavilion---revised north façade and integration of the west and south structures with the Metro escalators. These changes emended previous inchoate designs. (November 18, 2008)

Rec. #2. The north façade of the retail pavilion lacks architectural expression. The architect will need to provide elevations with much greater detail. (August 12, 2008)

Rec. #1. See written comments for guideline C-2. The vertical crease or modulation in the façade to differentiate two vertical shafts within the overall massing met with the Board's approval. The Board asked for greater differentiation of the building's skin in order to create a livelier and less monotonous façade. Two Union Square represents a local example of a tower in which the façades vary from one another yet remain part of a strong compositional idea.

Board members praised the different exterior expression between the residential portion of the tower and the office block. (June 10, 2008)

C. The Streetscape

C-1 Promote pedestrian interaction. Spaces for street level uses should be designed to engage pedestrians with the activities occurring within them. Sidewalk-related spaces should be open to the general public and appear safe and welcoming.

Rec. #3. Restoration of the escalator design and the addition of overhead weather protection and display cases along James St. met with the Board's approval. Discussion focused on making the display cases more interactive. The Board suggested the possibility of using the vitrines to exhibit sustainability concepts. (November 18, 2008)

Rec. #2. See Board guidance B-2 for comments on the proposed structure's Third and Cherry corner.

Board members welcomed the shift of the Metro Station from Third Ave. to the corner at Third and Cherry streets. In general, the corners are fortress-like, particularly at both corners of James St. The corners and the James St. façade starkly contrast with "the magical world of the plaza." What should be gateways to the plaza appear more like barricades.

The Board encouraged the applicant to design an attractive street frontage for the retail space along Third Ave. (August 12, 2008)

Rec. #1. In plan, the scheme remains internally focused around the plaza. Proposed entries into the office and residential lobbies would be located on Fourth Ave and Cherry St. respectively. Third Ave. would have entries into the retail spaces and the Metro pavilion. Access to the proposed retail pavilion would occur within the plaza and not from the surrounding streets including James. The Board did not question the placement of the entries. (June 10, 2008)

C-2 Design facades of many scales. Design architectural features, fenestration patterns, and materials compositions that refer to the scale of human activities contained within. Building facades should be composed of elements scaled to promote pedestrian comfort, safety, and orientation.

Rec. #3. Board members split evenly on whether the proposed balconies on the tower's south elevation represented too little or too much change to the structure. In any case, the Board did not request alterations to the design illustrated in the booklet. Horizontal striations, introduced in the spandrels at the previous Recommendation meeting, were considerably more refined adding, at least at the lower levels, a better sense of human scale. Nonetheless, the Board mentioned the wish for a less decorative façade design and one structurally and materially more expressive. (November 18, 2008)

Rec. #2. All or portions of the first several office levels of the tower facing (south elevation) the plaza should respond to the plaza's presence. By adding balconies or some modification to the building skin or form, a greater marriage of the tower and the plaza could occur. The tower's lower south façade should provide opportunity for the office tenants to interact with the on-going activities on the plaza. (August 12, 2008)

Rec. #1. The Board reiterated its desire to see more architectonic detail at the tower base fronting Cherry St. in order to have the structure acknowledge the building's relationship with the landmark Arctic Building.

The applicant introduced the use of limestone and onyx at the base, the former as a means of continuity with the Justice Center and Seattle City Hall. Extensive amounts of onyx as shown at the base (see Cherry St.) would require departures from the Land Use Code due to the extensiveness of blank walls along the street edge.

The facades of the building should respond to variations in solar and climatic conditions, to views, and to other potential influences that would imbue the structure's skin with interest and meaning. Board members found the ribbon widows, spandrel banding and brise-soleils too insistent. In spite of the visibility of the piers on the tower's eastern half, the crease in the north and south elevations, and the change of window treatment at the residential levels, the Board sought more variation and an increased sense of verticality in the desire to provide a building of many related scales. (June 10, 2008)

C-3 Provide active, not blank, facades. Buildings should not have large blank walls facing the street, especially near sidewalks.

Rec. #3. Changes to the James St. façade with its modulations mimicking the tower and amenities for pedestrians met with the Board's approval. Based on a vote, the Board agreed that the lack of continuity in the overhead weather protection did not significantly impact the intent of pedestrian protection during inclement weather. (November 18, 2008)

Rec. #2. The blank wall along James St. is mostly inhospitable to pedestrian comfort and safety. Revision to the green screen and added overhead weather protection along the façade are discussed in guidelines C-5 and D-2. (August 12, 2008)

Rec. #1. The extensive use of onyx along Fourth Ave. would require departures from the Seattle Land Use Code. It is unlikely the Board would grant a departure for blank walls along Cherry Street. (June 10, 2008)

C-4 Reinforce building entries. To promote pedestrian comfort, safety, and orientation, reinforce the building's entry.

Rec. #3. Entries were further articulated by variations in paving materials or patterns as shown in the presentation booklet and by refinements to the canopies over the major entrances. At the formal office entrance on Fourth Ave., the addition of a few steps provided somewhat more emphasis on the entry. However, the Board strongly suggested that the applicant continue to develop the scale of the Fourth Ave. office entrance in relationship to the whole structure and larger context. With the entry continuing to appear tamped down, the Board suggested lifting the canopy and articulating the larger surround at the entrance.

The Board also noted the proposed exterior ramp's awkward transition from the sidewalk to the office entrance on Fourth Ave.

Along Third Ave. in front of the plaza stairs, the Board suggested introducing a subtle paving differentiation in the public sidewalk to mark the presence of this important staircase. (November 18, 2008)

Rec. #2. Responding to Board guidance from the June 10th Recommendation meeting, the applicant resolved the confusion in plan and elevation created from the introduction of the vertical crease by aligning the major plaza entry and an entry from Cherry St. with the crease. While diminishing the breezeway concept, the move has created greater legibility and reenergized the plaza in response.

The Board requested modification of both the residential and office entries. The residential entry on Cherry St. lies uncomfortably close to the vehicular exit. Slight realignment of the driveway or a clearer separation of the pedestrian pathway to the lobby from the route of the vehicles should occur.

The office lobby entrance on Fourth Ave. appears squat and decidedly out of scale with the tower height. Notching in two or three bays directly above the doors or creating a surround inclusive of the piers up to the second spandrel would accentuate the vertical expression of this formal entrance providing a less prosaic entry and one that would celebrate the sense of arrival. Board members noted the undesirably elaborate or circuitous pedestrian movement made from the Fourth Ave. entry to the bank of elevators.

The public breezeway's function, mentioned above, has not been replaced by a similar grand space. The development team has proposed a retail space adjacent to the plaza with its exposure to the south. (August 12, 2008)

Rec. #1. The lack of an entry or a visible gateway to the plaza from Third and James troubled the Board. During the EDG process, the development team emphasized the importance of the Third and James corner for pedestrians from the Pioneer Square neighborhood. The loss of the steps proposed at the third EDG meeting, the lack of a door into the retail space and the blank walls along James St. suggested that the design was turning its back upon this area and its pedestrians.

The introduction of the crease separating the office block into two halves potentially creates confusion in plan and elevation in terms of the legibility of entrances. The former breezeway functions as an entry and enclosed pass-through connecting Cherry St. and the plaza. Yet, the creases on both north and south elevations suggest major building entrances as well.

The breezeway should be a compelling space. It should carry the plaza into the building and out onto Cherry St. The drawings did not convey that it is meant to be a wonderful space. (June 10, 2008)

C-5 Encourage overhead weather protection. Encourage project applicants to provide continuous, well-lit, overhead weather protection to improve pedestrian comfort and safety along major pedestrian routes.

Rec. #3. The Board agreed that the overhang on Cherry St. sufficiently met the intent of the overhead weather protection guideline. On James St. the applicant provided a series of

discontinuous canopies stepping up the slope that received a recommendation for a departure from the Land Use Code by the Board. (November 18, 2008)

Rec. #2. The lack of weather protection along both James and Cherry streets as well as at major corners should be reconsidered in order to provide pedestrian comfort. In addition, the applicant's packet depicting weather protection along the terrace above street level on Cherry St. was misleading as none of the actual sidewalk received protection. A canopy at the bus stop on James St. would acknowledge transit rider needs. Good urban design exploits a multiplicity of pathways or routes. Providing weather protection only at the plaza in the east west axis ignores the pedestrians who wish to use a less circuitous route without a series of steps and elevators. Along with the redesign of the building's base at James, Cherry and Third streets, overhead weather protection should be provided along Cherry St., wrapped at a minimum around the site's four corners and at the bus stop on James. (August 12, 2008)

Rec. #1. The applicant proposes a significant departure from the Land Use Code's requirement to provide overhead weather protection along the street fronts. The proposal shows Third Avenue in partial compliance. The applicant argues that installation of canopies on the western half of Cherry St. would be awkward requiring that they hang them from columns. The eastern half of Cherry St. would not have an upper level building overhang or a canopy to protect pedestrians. In the same scheme, the only other street facing canopy would be located at an entrance to the office tower on Fourth Ave.

The development team argues that the lack of overhead weather protection on James St. is justified by the proposal of an alternative pedestrian route, albeit less direct, using an elevator and continuing underneath a continuous balcony along the retail pavilion. If used in this way, the alternative route would bring pedestrians past retail spaces and into the central plaza. The reasoning suggests either one route or another rather than promoting multiple routes equally compelling dependent upon the pedestrian's need at the time.

The Board requested canopies at Third and Cherry as well as along Cherry St. The Board expressed a readiness to approve the departure for James St. but held off approving it based on more information about the green wall and further analysis from DPD. (June 10, 2008)

D Public Amenities

D-1 Provide inviting & usable open space. Design public open spaces to promote a visually pleasing, safe, and active environment for workers, residents, and visitors. Views and solar access from the principal area of the open space should be especially emphasized.

Rec. #3. The applicant has proposed access to one of the two green roofs above the retail pavilion. The roof of the western portion of the pavilion will be accessed by two means---a staircase from the plaza and a route from the elevator.

Refinements to the plaza, which progressed with the addition of lighting and signage concepts as well as modifications to the strong conceptual armature of the open space including the proposed escalator connecting the Metro tunnel and street level to the plaza, were applauded by the Board. The transparency of the structure enclosing the escalator was also positively noted. (November 18, 2008)

Rec. #2. Achieving the Board's desire to have a balance of larger open spaces and discreet spaces on the plaza appeared to be successful. Modifications to the plaza continue, yet the strong conceptual idea remains and is refreshed by the landscape architect's response to Board's insights and the evolution of the tower. (August 12, 2008)

Rec. #1. The Board praised the singularity of the designer's vision of the plaza since its introduction to both Boards over a year ago. The plaza concept has not significantly changed.

The Board generally favored public access to the green roof above the retail pavilion. In spite of the applicant's argument that public access would diminish the amount of functional green space, the Board felt that access would provide an alternative place to enjoy the outdoors and witness the spectacle on the plaza. The Board further cited the opportunity to learn about a fully green rooftop.

The pedestrian path along the retail pavilion would likely be dark much of the day due to its northern exposure and the balcony overhead. Solar studies of the path and plaza analyzing conditions should be provided for the next Recommendation meeting. The Board also noted the narrowness of the pedestrian passageway and the risk of compromising it further when retail tenants push carts or racks outside toward the plaza. The addition of more exciting landscape elements along with added planting to the plaza's south edge was encouraged.

The Board complimented the design of the plaza's north end with its ramp, adjacent retail uses and water features. (June 10, 2008)

D-2 Enhance the building with landscaping. Enhance the building and site with substantial landscaping—which includes special pavements, trellises, screen walls, planters, and site furniture, as well as living plant material.

Rec. #3. In general, the combined Board expressed its satisfaction with the redesign of the James St. elevation. Discussion focused on the continuity of the canopies, the amount of transparency at the Fourth Ave. and James St. prow, whether or not the vitrines animate the street front, and the connection between the green screen and the green roof. The Board strongly encouraged the applicant to achieve a stronger relationship between the green wall and the roof top of the retail pavilion. The Board recommended that the applicant attempt to increase the transparency from James Street through the stair well at the Fourth Ave. end of the retail pavilion to better connect James St. to the plaza. (November 18, 2008)

Rec. #2. The green screen on the south elevation of the retail pavilion appears appliqué and is detached from the roof top as well as the sidewalk level. It covers service functions which in themselves could be wonderfully expressed on the exterior. The green screen's presence does not mitigate the zoning code's limits on blank walls because its placement begins eight feet above the sidewalk. Redesign of the James St. elevation should provide more transparency and literally connect the green screen to the sidewalk level and allow the green roof to cascade over the wall to join the green screen. The green screen should not be an excuse to eliminate overhead weather protection along James St. (August 12, 2008)

Rec. #1. The landscape architect's strategy has been to minimize the amount of plants and trees on the plaza and have copious amounts of plant material on the roofs. Recycled granite pavers

and curbs, terrazzo, concrete and stone would be used in the central plaza. Along Cherry St., the planting area would have cobblestones, ferns and grasses in the terraces.

Several other elements of the plaza should be reconsidered. The back side of the Metro pavilion will be quite visible and important. The installation of a large video screen should not replace good design for the wall. The height of the water wall could inhibit use of the steps into the plaza. Future drawings should depict the view into the plaza from Third Ave.

Mentioned in earlier guidance meetings, the need for small intimate places within the larger plaza is a paramount concern. The design continues to improve but the landscape architects should add more distinct spaces. Board members noted the baroness of City Hall plaza with its copious amounts of concrete and too few trees to shade its users. (June 10, 2008)

D-3 Provide elements that define the place. Provide special elements on the facades, within public open spaces, or on the sidewalk to create a distinct, attractive, and memorable "sense of place" associated with the building.

Rec. #3. By the end of the design review process, the idea for a large enclosed public space had been essentially eliminated. Earlier proposals---the sustainability pavilion, breezeway and public atrium---no longer anchored the proposed complex. A proposed large space designated for retail use in the tower fronting the plaza would be double height with a walkway overlooking it.

In previous schemes, limestone for the plaza visually linked the proposed Civic Square complex to City Hall. At the final Recommendation meeting, most of the low walls for the plaza had been changed to either slate or concrete. The slate, to be used primarily with the fountains, relates to the use of the same material for portions of the City Hall water feature. The Board did not request a change of materials.

Art commissioned for the project remains in the development stages. By the final Recommendation meeting, sketches of a cluster of thin, possibly metal, reeds attached to the roof of the escalator enclosure were presented. The Design Commission and the Public Art Advisory Committee will continue to review Ned Kahn's proposal. The Board indicated that the location of the project seemed too remote from viewers' experience with it. (November 18, 2008)

Rec. #2. The evolution of the civic space has much improved and its relationship to the retail pavilion is better. The Board noted that the proposed plaza will create a strong sense of place while the tower in itself does not.

Explanation of how the public atrium will function is needed for the next meeting. It appears to the Board as more private than the former sustainability pavilion and less likely to contribute to the liveliness of the plaza. (August 12, 2008)

Rec. #1. The Board questioned what made the proposed complex an attraction. The tower appeared to them as not memorable and the retail / Metro pavilions as too similar to the tower in material choices.

The notion that the entire complex had a significant sustainability strategy seemed, to the Board, to be diminished due to the removal of the "sustainability pavilion" and the lack of information in the design review packet covering installation of green technologies. An important green element, the retail pavilion roof, would no longer be accessible and the green wall on James St. seemed devoid of context. At the next Recommendation meeting, more information, similar to earlier presentations, should elucidate the use of green strategies and specific technology. Guidance by the Board suggested wrapping portions of the green wall to Third and Fourth Avenues and allowing the green roof to spill over onto the wall. (June 10, 2008)

D-4 Provide appropriate signage. Design signage appropriate for the scale and character of the project and immediate neighborhood. All signs should be oriented to pedestrians and/or persons in vehicles on streets within the immediate neighborhood.

Rec. #3. The architect presented signage concepts for the complex including the plaza. The Board did not attempt to modify the proposal. (November 18, 2008)

Rec. #2. For the next Recommendation meeting, signage concepts should be presented to the Board. (August 12, 2008)

Rec. #1. For the next Recommendation meeting, preliminary signage concepts should be presented to the Board. (June 10, 2008)

D-5 Provide adequate lighting. To promote a sense of security for people downtown during nighttime hours, provide appropriate levels of lighting on the building facade, on the underside of overhead weather protection, on and around street furniture, in merchandising display windows, and on signage.

Rec. #3. The architect presented lighting concepts for the complex including the tower. The Board did not modify the proposal. (November 18, 2008)

Rec. #2. For the next Recommendation meeting, plaza and tower lighting concepts should be presented to the Board. (August 12, 2008)

Rec. #1. For the next Recommendation meeting, preliminary plaza and tower lighting concepts should be presented to the Board. (June 10, 2008)

D-6 Design for personal safety & security. Design the building and site to enhance the real and perceived feeling of personal safety and security in the immediate area.

Rec. #3. An escalator replaced the earlier proposal of an elevator pavilion thus providing a greater sense of openness to the street and the plaza. The Board recommended that the escalator remain as the method of conveyance, in addition to the barrier free elevator, to and from the Metro Station for the life of the project. (November 18, 2008)

Rec. #2. The elevator pavilion linking Metro to the plaza continues to raise security concerns. The applicant must address these concerns at the next meeting. See guidance B-1. (August 12, 2008)

Rec. #1. With the use of elevators as the primary connection to the Metro tunnel, the applicant should respond to perceptions of security concerns not associated with the openness of escalators. Lighting concepts for the plaza will be important in order to evaluate security issues. (June 10, 2008)

E Vehicular Access & Parking. Minimizing the Adverse Impacts

E-1 Minimize curb cut impacts. Minimize adverse impacts of curb cuts on the safety and comfort of pedestrians.

Rec. #1. The Board did not comment on the size of the curb cuts. (June 10, 2008)

E-2 Integrate parking facilities. Minimize the visual impact of parking by integrating parking facilities with surrounding development. Incorporate architectural treatments or suitable landscaping to provide for the safety and comfort of people using the facility as well as those walking by.

Rec. #3. By moving the bicycle storage area closer to the escalator leading to the Metro station, the applicant satisfied the Board's previous request. City of Seattle policy for Transportation Management Plans generally requires the installation of shower facilities for bike commuters in office buildings. *(November 18, 2008)*

Rec. #2. The Board observed that the bicycle storage area should be closer to the transit station. Will the developer supply shower facilities for the tenants who commute by bike. (August 12, 2008)

E-3 Minimize the presence of service areas. Locate service areas for trash dumpsters, loading docks, mechanical equipment, and the like away from the street front where possible. Screen from view those elements which for programmatic reasons cannot be located away from the street front.

Rec. #3. The Board observed that the retail pavilion lacked a service elevator. *(November 18, 2008)*

Rec. #1. An expansive green wall conceals the service functions along James St. In general, the Board found the wall compelling if not engaging at street level. The Board members agree that James St. is the preferred street for service access and use. (June 10, 2008)

Board Recommendations: The recommendations summarized below were based on the plans submitted at the November 18, 2008 meeting. Design, siting or architectural details not specifically identified or altered in these recommendations are expected to remain as presented in the plans and other drawings available at the November 18th public meeting. After considering the site and context, hearing public comment, reconsidering the previously identified design priorities, and reviewing the plans and renderings, the combined Design Review Board and Design Commission members present recommended approval of the subject design and the requested development standard departures from the requirements of the Land Use Code (listed below).

DEPARTURES

STANDARD	REQUIREMENT	REQUEST	JUSTIFICATION	RECOM-MENDATION
1. Overhead Weather Protection. SMC 23.49.018A	Continuous overhead weather protection shall be required for new development along entire street frontage.	Provide discontinuous overhead weather protection along James St. at four locations. Each gap is approximately 7' in length.	▪ Aligning canopy edges to the rhythmic building massing meets Guideline B-4 to design for a well-proportioned and unified building.	Recommended approval. Vote 5-2
2. Overhead Weather Protection. SMC 23.49.018B	Overhead weather protection shall have a minimum dimension of 8' measured horizontally from the building wall.	Allow the canopy to taper gradually to the corner of the structure near the foot of the grand stairs at 3rd Ave.	▪ Aesthetically, the tapered canopy reinforces the curvilinear architectural language of the building form. It better meets Guideline B-4 to design a well-proportioned and unified Building.	Recommended approval. Vote 7-0
3. Overhead Weather Protection. SMC 23.49.018D	The lower edge of the overhead weather protection must be a minimum of 10' and a maximum of 15' from the sidewalk.	Modify maximum height for continuous canopy along Cherry from 15' to a varying dimension of 15' to a maximum of 40'.	▪ Better meets guideline C-1 by promoting pedestrian interaction by emphasizing the views in to and out of the interior retail spaces. The overhang provides some weather protection.	Recommended approval. Vote 6-1
4. Façade Modulation. SMC 23.49.058B.	Any portion of a façade exceeding the maximum façade length shall be set back a minimum of 15' from the street property line for a minimum distance of 60'.	The applicant proposes a minimum length of 55' and set back depth of 14'3" along Cherry St.	▪ Proposal better meets the guidelines for transitioning of bulk and scale (B-2) and coherent architectural concept (B-4). The vertical notch in the façade breaks the mass into two vertical masses.	Recommended approval. Vote 7-0
5. Façade Modulation. SMC 23.49.058B.	Requires un-modulated façade to be limited to 80' in length above the 500' elevation and 100' in length above the 240'elevation.	Modify requirement for length of un-modulated façade from 100' to 107'8".	▪ Proposal better meets the guidelines for transitioning of bulk and scale (B-2) and coherent architectural concept (B-4). The vertical notch in the façade breaks the mass into two vertical masses.	Recommended approval. Vote 7-0

STANDARD	REQUIREMENT	REQUEST	JUSTIFICATION	RECOM-MENDATION
6. Sidewalk Widths. SMC 23.49.022	James Street is principal street with 12' sidewalk width.	Existing sidewalk on James St. ranges from 11'8 ¾" to 11'5 ¾". Maintain existing condition.	▪ The small dimensional departure of the sidewalk width is offset by recessed breaks in the façade plane along the sidewalk edge which increase the sidewalk width at those locations.	Recommended approval. Vote 7-0
7. Façade Setback Limits SMC 23.49.056B2b	The maximum allowable area of all setbacks between the lot-line and façade along Cherry St. frontage is 2,380 sq. ft. determined by multiplying the length of the street frontage by an averaging factor of 10	Modify dimensional area requirement to allow for additional setback area of 342 sq. ft. An increase of 14%	▪ The proposal better meets Design Guideline C-4, reinforce building entries, by using a recessed entry with a large canopy.	Recommended approval. Vote 7-0

The Board recommended the following **CONDITIONS** for the project. (Authority referenced in the letter and number in parenthesis):

1. Ensure that the Metro escalator leading to the plaza remain as a method of conveyance to and from the Metro Station. (D-6)
2. The applicant shall attempt to increase the transparency from James Street through the stairwell at the Fourth Ave. end of the retail pavilion to better connect James St. to the plaza. (D-2) Provide greater activation of the display cases along James Street. The applicant should work with the city of Seattle to create a solution. (A-3, C-1, C-3, D-2)

DIRECTOR'S ANALYSIS - DESIGN REVIEW

The Director finds no conflicts with SEPA requirements or state or federal laws, and has reviewed the City-wide Design Guidelines and finds that the Board neither exceeded its authority nor applied the guidelines inconsistently in the approval of this design. In addition, the Director is bound by any condition where there was consensus by the combined Downtown Design Review Board and Design Commission and agrees with the conditions recommended by the nine Board members and the recommendation to approve the design, as stated above.

DECISION - DESIGN REVIEW

The proposed design is **CONDITIONALLY GRANTED**.

ANALYSIS - SEPA

Environmental review is required pursuant to the Washington Administrative Code 197-11, and the Seattle SEPA Ordinance (Seattle Municipal Code Chapter 25.05). The SEPA Overview Policy (SMC 25.05.665) clarifies the relationship between codes, policies and environmental review. Specific policies for each element of the environment, certain neighborhood plans, and other policies explicitly referenced may serve as the basis for exercising substantive SEPA authority. The Overview Policy states, in part, "Where City regulations have been adopted to address an environmental impact, it shall be presumed that such regulations are adequate to achieve sufficient mitigation" subject to some limitations. Under such limitations/circumstances (SMC 25.05.665) mitigation can be considered.

Final Environmental Impact Statements (FEIS) were published for the Civic Center Master Plan (2000), the Downtown Height and Density Changes proposal in January 2005, and the SEPA Document for Downtown Zoning Amendments (2007). The two FEIS identified and evaluated the probable significant environmental impacts that could result from changing the height and density requirements in several downtown zones and creating a civic center campus. An Environmental Checklist evaluated impacts from proposed amendments to the Downtown Land Use Code pertaining to the DMC 340/290-400 zone. The two FEISs analyses evaluated the direct, indirect and cumulative impacts of their respective Preferred Alternative and alternatives.

The subject site is within the geographic area that was analyzed in the two FEIS documents and the SEPA Document and is within the range of actions and impacts that were evaluated in the various alternatives. The proposed development lies within the Downtown Mixed Commercial (DMC) 340/290-400 zoning district and the environmental impacts of a height increase to 520 feet at the project site were adequately evaluated as part of the non-project FEIS and the SEPA Document for Downtown Zoning Amendments (2007). DPD determined that for SEPA compliance associated with the subject site, it is appropriate to adopt the Downtown EIS, the Civic Center Master Plan EIS, the SEPA Document for Downtown Zoning Amendments and prepare an EIS Addendum to add more detailed, project-specific information. DPD determined that the EIS Addendum should address the following areas of environmental impact:

- Land Use
- Aesthetics ---Urban Design
- Historic Resources
- Shadows
- Views
- Wind
- Energy / Greenhouse Gas Emissions
- Environmental Health
- Traffic and Transportation
- Construction

DPD has identified and adopts the City of Seattle's Final Environmental Impact Statements dated January 2005 prepared for and in conjunction with amendments to the Land Use Code, Seattle Municipal Code section 23.49, concerning Downtown Seattle and March 2000 for the Civic Center Master Plan in addition to adopting the SEPA Document for Downtown Zoning Amendments prepared in 2007**.** DPD relies on SMC 25.05.600, allowing the use of existing environmental documents as part of its SEPA responsibilities with this project. DPD has determined that the proposal impacts for this Master Use Permit are identified and analyzed in the referenced FEIS; however additional analysis is warranted as permitted pursuant to SMC

25.05.625-630, through an Addendum to the Downtown FEIS. Accordingly, the Notice of Adoption and Availability of Addendum was published in the City's Land Use Information Bulletin on April 2, 2009. A copy of the Addendum was sent to parties of record that commented on the EIS for the downtown code amendments. In addition, a copy of the notice was sent to parties of record for this project. As referenced, the Addendum prepared for this project included an analysis of the project impacts disclosed above.

A. Long Term Impacts Identified in the Downtown EIS

The following discusses the impacts identified in each element of the environment, along with indication of any required mitigation for the impacts disclosed. The impacts detailed below were identified and analyzed in the Downtown EIS.

Land Use

SMC 25.05.675J establishes policies to ensure that proposed uses in development projects are reasonably compatible with surrounding uses and are consistent with applicable City land use regulations and the goals and policies set forth in the Land Use element of the Seattle Comprehensive Plan. Subject to the overview policy set forth in SMC Section 25.05.665, the decision maker may condition or deny any project to mitigate adverse land use impacts resulting from a proposed project. Density-related impacts of development are addressed under the policies set forth in SMC 25.05.675 G (height, bulk and scale), M (parking), R (traffic) and O (public services and facilities) and are not addressed under this policy.

The Seattle Municipal Civic Center Master Plan EIS analyzed the potential redevelopment of a Civic Center campus located within the City's Downtown commercial Core Neighborhood. The 601 Fourth Ave. site is identified in the Civic Center Master Plan EIS as the Public Safety Building site. In the Downtown EIS, land use would be significantly transformed over time by the increased density of residential and commercial development. It was determined that such an increase in density was consistent with the City's Comprehensive Plan and neighborhood plans and was not interpreted to be a significant unavoidable impact.

City of Seattle Ordinance #122582 amends the SMC to allow an increase in building height in the DMC340/290-400 zone as an incentive for development projects to provide public open space within the development site. The Ordinance affects an approximately seven block area within downtown including the project site. The Ordinance allows for a 35 percent increase above the 340-foot height maximum within the designated zone, provided that at least 35 percent or 25,000 square feet of the site area is dedicated to open space.

The proposal would be consistent with development trends that are occurring throughout the Downtown Urban Center area and, more specifically, in the general vicinity of the project site. Development of the project would not require demolition of any buildings as the site is currently vacant. Given the size and mixed-use nature of the proposed project, it is anticipated that this development would continue the trend for redevelopment within this portion of Downtown, while also creating a civic open space within the Downtown Urban Center for recreation and community events.

The proposed project would be consistent with the development standards of the DMC 340/290-400 zone. The proposed height of the building would be 43 stories or 520 feet, which exceeds the allowed height in the DMC 340/290-400 zone. Ordinance #122582, however, allows a 35 percent increase in building height for office uses above the 340 foot height maximum and a 30

percent increase in building height for residential uses above the 400 foot height maximum provided that at least 35 percent or 25,000 square feet of the site area is dedicated to open space. The proposed project would achieve a height of 520 feet based on the provisions of this ordinance.

The applicant proposes that the Civic Square project will have a Floor Area Ratio (FAR) of ten with a base FAR of five in this zone. An increase in FAR is allowed when the applicant makes a commitment to earning a LEED silver rating/certification. Seventy-five percent of additional FAR would be achieved by participation in the low-income housing bonus, and 25 percent of additional FAR would be achieved by participation in a non-housing Transfer of Development Rights from several categories described in the zoning code.

No significant land use impacts are anticipated from development of the Civic Square project and, therefore, no mitigation is necessary.

No significant unavoidable adverse land use impacts are anticipated.

Aesthetics---Urban Design (Height, Density and Scale)

The Downtown EIS addresses the impacts of increasing the height and density in specific sections of Downtown Seattle. The EIS notes that the increase in height limits will allow more variations in the skyline with less bulky buildings even as the density increases. Additional bulk controls would help transitions in building size and scale. The Civic Center Master Plan EIS addresses the impacts of increasing height and density by stating that this project would be reviewed by the Seattle Design Commission and the Landmarks Board who will identify measures to reduce aesthetic impacts under the Boards' guidelines.

New Downtown code revisions encourage taller and more slender buildings comprising smaller floor plates and less building bulk. The proposal has been designed to maintain the scale of the adjacent high-rise structures to the north and east. The base structure would be modulated to relate better to the context of its adjacent neighbors. Key design features of the proposed building would enhance the perception of the building's slender proportions and its harmonious relationship with nearby towers: curvilinear façades, massing that suggests two adjacent tower shafts with one 15 floors higher than the other, and a predominately glazed exterior skin.

The proposal would be required to adhere to all current, applicable City Land use code requirements and the project was subject to the City's Design Review and Design Commission processes. The proposal would be similar in height, bulk and scale to neighboring structures. No significant unavoidable adverse impacts are anticipated relative to aesthetics.

Historic Resources

The Civic Center Master Plan EIS identified 14 buildings within the vicinity of the Civic Center that were previously inventoried as historic properties. Structures closest to the project site include the following: Arctic Building (National Register of Historic Places, Seattle Landmark); Dexter Horton Building (Seattle Landmark); Lyon Building (National Register of Historic Places, Seattle Landmark) and King County Courthouse (Pioneer Square Historic District).

The Downtown Height and Density Changes EIS notes three designated buildings adjacent to the site of the proposed Civic Square and two additional buildings within a block of the project site. The three buildings are referred to in the preceding paragraph. The two additional Landmark buildings in the near vicinity include the Smith Tower and the Hoge Building.

The Environmental Checklist associated with recent amendments to the Land Use Code noted that there are four designated Landmark structures and other buildings under consideration for designation as Landmarks. The Norton Building and the United Way are structures potentially eligible for Landmark designation.

Formerly located on the project site, the Public Safety Building was demolished in 2005-2006. The Proposed Action includes design considerations such as the relationship to cornice heights that recognize the historical importance of the adjacent buildings. No long-term impacts are anticipated with regard to any of these historic buildings. Because of the proximity of the proposed 601 Fourth Ave. to several designated historic structures, an Adjacency Analysis was prepared in conjunction with the EIS Addendum. The analysis depicts the relationship of the Proposed Action to the Arctic Building, the Dexter Horton Building, the Lyon Building and the King County Courthouse. No significant impacts are anticipated and no mitigation is necessary. No significant unavoidable adverse impacts are anticipated.

The proposal's proximity to several City Landmarks warranted review by the Department of Neighborhoods. Based on the review of plans, drawings and photographs submitted by the applicant, DON does not require additional mitigation in the architectural design of the project.

Shadows

The Civic Center Master Plan Project EIS contains a discussion of shadow impacts to the Civic Center site from surrounding buildings. The DEIS states that the sunniest portion of the Public Safety Building Block would be the north side along Cherry St. from late morning to late afternoon when outdoor spaces are most likely to be used. The south side of the block would be shaded by the King County Courthouse for most of the midday during the spring and fall months when the sun angle is low and longer shadows are cast across James St. The EIS states that in terms of maximum solar access, the side of the block along Cherry St. should be used for the major activity areas of the open space.

The Downtown Height and Density Changes EIS states that taller buildings increase the length of a shadow and increased building bulk widen the shadow that is cast. Buildings that are taller and narrower with spacing between structures may cause fewer shadow impacts. Shading of Downtown parks identified in Seattle's SEPA policies is not expected to change significantly.

SMC 25.05.675.Q requires that the Director assess the extent of adverse impacts of shadows on designated downtown open spaces and the need for mitigation. Seattle's SEPA policies aim to "minimize or prevent light blockage and the creation of shadows on open spaces most used by the public. Policy background, however indicates that due to the scale of development that is permitted Downtown, it is not practical prevent shadow impacts at all public open spaces in Downtown. The policies identify specific Downtown parks (Freeway, Westlake, Market (Steinbrueck), Convention Center and Kobe Terrace parks) where mitigation of shadow impacts may be considered. Of the five identified in the code, none would be close enough to the project site to be affected by shadows that would be cast by the proposed structure.

While not an officially designated area where shadow impacts may be mitigated, the proposed public use of the civic plaza portion of the proposed project, and the fact that this space would be one of the larger urban open spaces in Downtown, the impact analysis that is contained in the EIS Addendum discusses shadow-related impacts from the office/residential tower on the proposed civic plaza that is part of the Proposed Action. As described, the proposed

development is not expected to have any significant impact on the proposed civic plaza space. Anticipated shadow impacts are typical of Downtown development and would be less than a structure built to the maximum zoning envelope. The orientation of the tower on the site and the shape of the tower tend to lessen shadow-related impacts. No shadow-related public open space impacts have been identified and no mitigation is necessary.

No significant unavoidable adverse impacts are anticipated.

Views

SMC 25.05.675.P requires that the Director assess the extent of adverse impacts on public views and the need for mitigation. The Addendum provides an analysis of view impacts to designated parks, landmarks, public places, skyline views and scenic routes as a result of the proposed development.

The Civic Center Master Plan EIS contains a brief discussion of possible impacts to the views toward various landmarks, public places, sky line views and scenic routes as a result of the proposed Civic Center Master Plan. The document concluded that impacts to viewshed from development of the proposed Civic Center Master Plan would not be considered significant.

The Downtown Height and Density Changes EIS analyzed possible impacts to the Harborview Viewpoint, Plymouth Pillars Park, views toward various landmarks, public places skyline views and scenic routes as a result of the proposed increase in building height and density in Downtown. Views would be altered in the sense that the number of buildings and arrangement of structures that compose the skyline would be different as development occurs under the Preferred Alternative. The document concludes that this type of change is not considered a significant impact.

The proposed 601 Fourth Ave. project would result in impacts similar to those described in the Downtown EIS. The Proposed Action would blend into the Downtown skyline and would be consistent with other high-rise buildings. The proposed complex would not result in any significant impacts to designated view corridors, scenic views, City Landmarks, or scenic routes. Views of the Downtown skyline, the Space Needle, the Olympic Mountains, Elliott Bay and Lake Union would still be possible from designated public viewsheds.

Of the City's 87 officially-designated public viewpoints, only two could be affected the Proposed Action---Harborview Viewpoint and Dr. Jose Rizal Park. While the proposed complex would be visible from both locations, the proposed structure would blend into the existing Downtown building massing that occurs adjacent to the project site. City policy aims to "protect public views of historic landmarks designated by the City's Landmarks Preservation Board. Proximate to the project site are three designated City landmarks (two of which are also on the National Register of Historic Places) and one County designated Landmark near the project site. These include the Arctic Building, the Dexter Horton Building, the Lyon Building and the King County Courthouse. The proposal would not affect public views of any of these landmark structures; views would remain possible from all streets that border each building. Public views in the site vicinity consist mostly of views from adjacent streets. The proposal also would not have any effect on views of the Space Needle.

Portions of many east-west streets in Downtown have been designated in the Land Use Code as view corridors. In the vicinity of the project site, Cherry and James streets from Sixth Ave. to the Alaskan Way Viaduct are designated view corridors with westerly views of Elliott Bay and the Olympic Mountains beyond. The proposed complex would not extend into the rights-of-way associated with either street and would not affect westerly views looking down Cherry and James streets.

The segment of I-5 closest to the project site is substantially below the grade of Sixth Ave. Views from this portion of the freeway currently include that portion of the Downtown skyline that is immediately adjacent to the freeway. From this vantage point, I-5 does not provide views of the broader Downtown skyline, Puget Sound or the Olympic Mountains. Some more distant viewpoints along I-5 depict the proposed 601 Fourth Avenue project as part of the Downtown massing. No scenic route-related impacts are anticipated. Views north/south and east/west along the Highway 99 Viaduct would remain essentially as they currently exist under the Proposed Action. The proposal would blend into the Downtown skyline and would be consistent with other high-rise buildings in this portion of downtown. No scenic route-related impacts are anticipated.

No significant adverse impacts are anticipated from the proposed Civic Square project and no mitigation is necessary. In addition, no significant unavoidable adverse viewshed related impacts are anticipated.

Wind

The Downtown Height and Density Changes EIS notes the impacts that the proposed height and density changes could have on pedestrians in Downtown. The EIS observes that taller building affect the wind environment for pedestrians by causing downwash on flat sides perpendicular to prevailing winds. The use of design and architectural techniques may prevent adverse wind effects.

Consulting firm Rowan, Williams, Davies & Irwin, Inc. (RWDI) prepared a report, dated March 24, 2008, that analyzed effects of wind around the project site. Three areas at the ground and plaza levels near the office tower may be windier than desired. These include along the Third Ave. sidewalk near the west end of the office tower, the sidewalk area near the southeast corner of the office tower and the plaza immediately to the south of the office tower. The outdoor amenity area on the office roof will likely be windier than normal for an outdoor terrace.

No significant adverse impacts are anticipated from the proposal. Wind mitigation measures have been suggested to further reduce wind speeds. These include the following:

1) Grade/Plaza Locations Near the Office Tower. Reduce wind speeds with potential use of increased vegetation and overhead canopies along the sidewalk and wind screens,increased vegetation and/or trellises in the plaza areas south of the office tower.
2) Other Ground Level/Plaza Areas. Provide screens near outdoor seating areas during windier and cooler winter months when wind chill is an issue. Local wind screens are useful at locations where there are openings in the building planned.
3) Amenities Level for the Residential Tower. Use glass wind screens on the roof garden to prevent strong winds and install canopies or trelleses as effective wind control measure to help downwashing.

No significant unavoidable adverse wind related impacts are anticipated.

Energy / Greenhouse Gas Emissions

The Civic Center EIS described the predominant forms of energy use relative to existing buildings within the area of the Civic Center Master Plan and the estimated amounts of electrical energy use. The EIS growth model associated with the Downtown Height and Density Changes EIS projected that commercial development trends over a 20-year timeframe could fluctuate between zero percent and 2.1 percent. The EIS noted that a new electrical substation would need to be energized by 2012. The Downtown EIS identified several strategies aimed at reduction in energy use.

The scale of global climate change is so large that the impacts of a project can only be considered on a "cumulative" basis. It is not anticipated that a single development project, even one of the scale of the Proposed Action, would have an individually discernable impact on global climate change. The project's GHG emissions would likely combine with emissions across the City, County, and State and planet to cumulatively contribute to global climate change. The applicant has provided a table with estimated greenhouse gas emissions from the proposed action.

The design of the complex complies with provisions of the City's Energy Code. In addition, the following measures have been proposed to reduce energy use, increase sustainable building design and reduce GHG emissions. It is anticipated that the proposed complex would achieve LEED Gold Shell and Core. Key measures include the following:

- The project will provide for alternative commuting opportunities, including parking provisions for bikes, showers and locker rooms.
- High performance glazing to be installed on the office tower with double low-E coatings, reducing both heat gain and loss through the year.
- There will be a reflective roof surface treatment to reduce the "heat island effect".
- Drought resistant and tolerant planting would be planted in landscaped areas to minimize irrigation requirements.
- Use of stormwater for plant irrigation and use in the water feature.
- Use of 4x4 mechanical for heating, ventilating, and air condition that will be designed to make maximum use of outside air.
- Efficient light fixtures will be on occupancy and daylight sensors as well as nighttime sweep controls.
- Low flow plumbing fixture will result in a 30% reduction of water consumption.
- Low VOC emitting materials will be used for finishes, adhesives primers and sealants.
- Recycled content and rapidly renewable materials used will include concrete, steel and fibrous materials (bamboo, straw, jute, etc.).
- Construction waste management will include salvaging demolished material and construction waste for recycling.

No significant impacts are anticipated and no additional mitigation is necessary.

No significant unavoidable adverse impacts are anticipated.

Environmental Health

Neither the Downtown EIS, nor the Civic Center Master Plan EIS, nor the Recent Amendments to the Land Use Code specifically address environmental health-related issues. A Phase I environmental site assessment prepared for the 601 Fourth Ave. property noted the possible existence of two underground storage tanks (USTs) located below a gravel access ramp near the south end of the site near James St. Soil sampling and analysis indicated that no contaminants were detected in the tested soils samples. Assuming the UST are still in place under the current access ramp, the Proposed Action would involve decommissioning and removal of the USTs and, as necessary, removal/containment of contaminated soils.

Potential mitigation measures necessary as a result of the proposed project could include the following:

- Execute an Integrated Clean-up Plan with the Department of Ecology.
- Conduct site cleanup in accordance with applicable Model Toxic Control Act requirements.
- In order to prevent potential future releases of contaminants to the soil or groundwater, remove any existing fuel within the existing UST prior to decommissioning and removing the UST from the site, and either remove or contain contaminated soils consistent with provisions of the approved Integrated Clean-up Plan. The USTs shall be decommissioned and removed by a licensed UST removal contractor in accordance with WAS 173-360 once they are uncovered.
- A state certified UST site assessor or professional engineer (PE) would need to be on site during removal to perform soil sampling for potential petroleum hydrocarbon contamination in the vicinity of the UST formerly located on the eastern edge of the property. If necessary, perform cleanup in accordance with applicable MTCA requirements. The site assessor would also need to prepare a UST site assessment report for submittal to the Western State Department of Ecology.
- In the event that contaminated soils are encountered on site, proper precautions, including the following, will be taken in the event contaminated soils are discovered:
    - require contractors present at the site to have health and safety plans in place that address the risks of encountering contaminated soils;
    - require excavation contractors to have 40-houur HAZWOPER trained individuals available, if necessary, to excavate contaminated soils;
    - have an environmental consulting firm on retainer to oversee any work that becomes necessary in response to contaminated soils; and
    - comply with all applicable laws and regulations in the handling, removal, transport, and disposal of any contaminated soils.

With implementation of the mitigation measures considered in the Addendum, no significant unavoidable adverse environmental health-related impacts are anticipated.

Traffic and Transportation

SMC 25.05.675R requires that the Director assess the extent of adverse impacts of traffic and the need for mitigation. The Civic Center Master Plan EIS evaluated the former Public Safety Building site for up to 564,000 sq. ft of development with up to 700 parking spaces. This prior

EIS determined that several intersections in the project area would operate at Level of Service (LOS) F conditions in the future with the project.

The Heffron Transportation, Inc. report for 601 Fourth Ave. concludes that the LOS for the site would be the same or better than reported in the prior EIS. The proposal would not result in any adverse impacts that were not previously disclosed in the Civic Center Master Plan EIS.

The Downtown Height and Density Changes EIS analysis considered the direct, indirect and cumulative impacts of that proposal and alternatives as they related to the overall transportation system. In the study, traffic volumes in 2020 were projected to increase by about ten percent in the AM peak hour and 20 percent in the PM peak hour, compared to existing conditions. The level of increased traffic would create longer travel times through most major route corridors and cause additional queuing at major intersections. The site of the Civic Square proposal is within the area analyzed under the Preferred Alternative in that EIS. The proposed 601 Fourth Ave. is also within the range of actions and impacts evaluated as part of the Preferred Alternative and alternatives that were contained in the Downtown Height and Density Changes EIS.

Transportation consultant Heffron estimates 281 PM peak hour vehicle trips---a figure less than one-third of the previously expected trips estimated in the Seattle Municipal Civic Center Master Plan EIS

The project's parking supply of 600 spaces would accommodate peak demand for an estimated 604 spaces at about 10:00 AM and at 2:00 PM. Because all parking in the downtown core, both on-street and off-street parking, is controlled, no adverse impacts associated with the project's parking are expected.

The on-street parking along Fourth Ave. would not be changed by the proposal. On Cherry St., up to three spaces could be eliminated to accommodate the project's driveway.

The project would reconstruct the access to the Pioneer Square Transit Station. New entrances would be located within the building and the existing escalators, elevator and stairway would be modified. During construction, the access portals of the east-side of Third Ave. would be closed for up to 2.5 years. Access to the station, however would still be possible from other portals which would remain open.

The proposed project will implement a Transportation Management Plan (TMP) to reduce commute trips associated with the office use on the site. The TMP would be enacted consistent with the City of Seattle Director's Rule (DPD Director's Rule 19-2008). The goal of this TMP is to reduce the single-occupant vehicle trips to 26% of all trips. Key elements of the TMP should be the following:

- Provide a transportation coordinator to manage and promote the TMP
- Offer transit pass subsidy
- Unbundle parking charges from the tenant leases
- Provide ride-match information
- Provide free parking for vanpools
- Provide reserved parking spaces for vanpools
- Provide shower and locker facilities
- Provide bike storage in a convenient location

With implementation of the mitigation measure listed above, no significant unavoidable adverse impacts are anticipated.

Short-Term Impacts

SMC 25.05.675.C provides policies to minimize or prevent temporary adverse impacts associated with construction activities. The following temporary or construction-related impacts are expected: decreased air quality due to suspended particulates from building activities and hydrocarbon emissions from construction vehicles and equipment; increased dust caused by drying mud tracked onto streets during construction activities; increased traffic and demand for parking from construction equipment and personnel; increased noise; and consumption of renewable and non-renewable resources.

The EIS Addendum evaluates possible construction impacts associated with the Proposed Action and reviews previous downtown related EISs. Because of the programmatic/non project specific nature of the Seattle Municipal Civic Center Master Plan EIS, it did not address specific impacts related to construction activity. Likewise neither the Downtown Height and Density Changes EIS nor the Recent Amendments to the Land Use Code SEPA checklist addressed specific impacts related to construction.

Several adopted codes and/or ordinances provide mitigation for some of the identified impacts. The Stormwater, Grading and Drainage Control Code regulates site excavation for foundation purposes and requires that soil erosion control techniques be initiated for the duration of construction. The Street Use Ordinance requires watering streets to suppress dust, on-site washing of truck tires, removal of debris, and regulates obstruction of the pedestrian right-of-way. Puget Sound Air Pollution Control Agency regulations require control of fugitive dust to protect air quality. The Building Code provides for construction measures in general. Finally, the Noise Ordinance regulates the time and amount of construction noise that is permitted in the City. Compliance with these applicable codes and ordinances will reduce or eliminate most short-term impacts to the environment.

Noise/Vibration

During construction, localized sound levels and localized vibration would temporarily increase in the vicinity of the project site and streets used by construction vehicles accessing the construction site. The increase in sound levels and vibration would depend upon the type of equipment being use, the duration of such use, and the proximity of the equipment to sensitive land uses. Sound levels within 50 feet of construction equipment often exceed the levels typically recommended for commercial office land uses, and in general, decrease of about six dBA for each doubling of distance from the noise source.

Construction noise would result in temporary annoyance and possibly increased speech interference near the construction site. Construction related noise would be temporarily in nature and would result in temporary impacts.

Noise from construction activities would be subject to the limits in the Seattle Noise Code (SMC 25.08) and construction contractors would be required to comply with provisions of this code. Measures that are proposed as part of construction mitigation would be similar to those associated with other Downtown projects, where residential and other sensitive land uses are located proximate to commercial development.

Because of the proximity of potentially sensitive land uses near the project site, the following project specific mitigations are proposed:

- Limit most construction related activities to standard construction hours between 7 am and 6 pm Monday through Friday and 9:00 am to 6:00 pm on Saturdays, ensuring nighttime activities do not exceed noise ordinance limits.
- Limit the use of noise impact-type equipment, such as pavement breakers, pile drivers, jackhammers, sand blasting tools and other impulse noise sources, to work activity between 8 am and 5 pm on weekdays.
- Whenever appropriate, substitute hydraulic impact tools with electric models to further reduce demolition and construction related noise and vibration.
- Provide properly sized and maintained mufflers, engine intake silencers, and where necessary engine enclosures on operating equipment.
- Turn-off idling equipment.
- Ensure that truck haul routes to be jointly developed by the applicant, SDOT and DPD. DPD and SDOT will approve the proposed routes.
- As necessary, deploy portable sound barriers around generators, compressors, tieback drill rigs.
- As needed, construct temporary barriers at least as dense as one-half inch thick plywood with sound dampening insulation.
- Stage concrete trucks at a location outside of Downtown in order to limit the number of concrete trucks on-site at any one time.
- Where possible, pre-fabricate core-wall formwork at the contractor's off-site facility to minimize the use of electric saws and hammers on site.
- Where possible, locate the concrete pumping station and associated trucks to minimize impacts to residents in nearby buildings and other sensitive land use proximate to the project site.
- Use hydraulic jacks to life the core-wall formwork rather than disengaging, hoisting with crane, and re-attachment.
- Pre-fabricate large duct risers and long interior runs and hoist them into place.
- Screen the building perimeter during steel fireproofing activities.

While some construction related noise and vibration impacts would be unavoidable, with the mitigation proposed and given the anticipated duration, none are considered to be significant.

Air Quality

Construction associated with 601 Fourth Avenue would generate air pollutants as a result of fugitive dust from earthwork, excavation and other site preparation activities and emissions from construction vehicles. Primary types of pollutant during construction include particulates and hydrocarbons. Gasoline or diesel-powered machinery used for demolition, excavation and construction emit carbon monoxide and hydrocarbons. Such emissions, however, would be temporary in nature and localized to the immediate vicinity of the construction activity. Trucks transporting excavated earth and/or construction materials would emit carbon monoxide and hydrocarbons along haul routes. No construction activity or off-site construction-related truck movements are expected to cause violations of applicable ambient air quality standards.

Site development would adhere to Puget Sound Clean Air Agency regulations and the City's construction best practices regarding demolition activity and fugitive dust emissions, including

- As necessary during demolition, excavation, and construction, sprinkle debris and exposed areas to control dust;
- As necessary, cover or wet transported earth material;
- Provide quarry spall areas on-site prior to construction vehicles exiting the site;
- Wash truck tires and undercarriages prior to trucks traveling on City streets;
- Promptly sweep earth tracked or spilled onto City streets;
- Use well-maintained construction equipment and vehicles to reduce emissions from such equipment and construction-related trucks;
- Avoid prolonged periods of vehicle idling; and
- Schedule the delivery and removal of construction materials and heavy equipment to minimize congestion during peak travel times associated with adjacent streets.

While some construction related air quality impacts would be unavoidable, with the mitigation proposed and given the anticipated duration, none are considered to be significant.

Light and Glare

Construction may result in light and glare-related impacts both from stationary sources and mobile sources---particularly at night and at times of the day with low light levels. Stationary sources of light include area lighting of the job site during days/times of low light levels. Such is necessary to meet safety requirements. While noticeable, such lighting is not expected to cause significant impacts.

No significant light and/or glare related impacts are anticipated in conjunction with mobile sources---construction vehicles entering or exiting the site. Headlights of construction related vehicles accessing the site would be noticeable; however, no significant off-site disruption is anticipated.

Construction related lighting would be shielded and directed away from adjacent land uses.

While some construction related light and glare impacts would be unavoidable, with mitigation and given the anticipated short-term duration, none are considered to be significant.

Construction Transportation, Parking and Access

Construction of the project is estimated to last 30 months. Estimates indicate that a total of approximately 114,000 cubic yards of earth would be removed in conjunction with excavation for the proposed project. This amount of earthwork is estimated to generate a total of 5,700 loaded outbound trips and an additional 5,700 empty in-bound truck trips assuming a truck with a 20 cubic yard capacity of over the duration of excavation activity. With 10 cubic yard capacity trucks, the estimated is 11,400 round trips.

Existing City code (SMC 11.62) requires truck activities to use arterial streets to every extent possible. The proposal site is near a major arterial and traffic impacts resulting from the truck traffic associated with grading will be of short duration and mitigated by enforcement of SMC 11.62.

Truck access to and from the site shall be documented in a Construction Traffic Management plan to be submitted to DPD and SDOT prior to the beginning of construction for their review and approval. This plan shall also indicate how pedestrian connections around the site will be maintained during the construction period. Large (greater than two-axle) trucks will be prohibited from entering or exiting the site after 3:30 PM.

While excavation phase construction traffic may cause at times in convenience to properties adjacent to the site and motorists on streets that border the project site, such impacts would be temporary, and limited to approximately 50 days.

Additional truck activity would occur during the construction of the project foundation during which an estimated 770 truck trips. At other times during the project, concrete work might generate 32 truck trips per hour.

As part of the Proposed Action, the project would reconstruct the existing entrance to the Pioneer Square Station located in the west-central portion of the project site by replacing the existing escalators, elevator and stairs with escalators, an elevator and stairway. During construction, the access portal to the Pioneer Square Station located on the east side of Third Avenue would be closed for up to 2.5 years. Access to this station from other portals in the vicinity would remain open, including access portals on the west side of Third Ave. and along Yesler Way between Second and Third avenues.

- Prepare a construction Transportation Management Plan to minimize disruption to traffic flow on adjacent streets. The Plan shall include details on lane and sidewalk closures, construction haul routes and staging areas, and a traffic plan for truck deliveries/routes and construction workers. The plan will analyze the need for special signage, flaggers, route definitions, flow of vehicles and pedestrians during construction and street cleaning.
- Use nearby parking garages and surface lots for construction worker parking until the parking garage associated with Civic Square is usable.
- The applicant shall coordinate with King County Metro transit relative to construction activity that could affect transit service proximate to the project site, including the closure of the Pioneer Square Station portal on the east side of Third Avenue and any potential conflicts with transit stops adjacent to the site.
- Access to the Pioneer Square Transit Station shall remain available from several other access portals in the site vicinity including along the west side of Third Ave. and along Yesler Way between Second Ave. and Third Ave.
- Alternative pedestrian routes will need to be provided to maintain pedestrian circulation patterns proximate to the site when existing sidewalks or walkways are temporarily closed during construction.

- When sidewalk areas remain open, for pedestrian safety a covered walkway with staging will be provided.

While some construction related transportation and parking impacts would be unavoidable, with the mitigation proposed and given the anticipated short-term duration, none of the impacts would be considered significant.

DECISION - STATE ENVIRONMENTAL POLICY ACT

The proposed action is **APPROVED WITH CONDITIONS**.

CONDITIONS – DESIGN REVIEW

Prior to MUP Issuance

1. The applicant shall show on the plans an increase in the transparency from James Street through the stairwell at the Fourth Ave. end of the retail pavilion to better connect James St. to the plaza.

Prior to Issuance of a Demolition, Grading or Building Permit

2. The plans shall show greater activation of the display cases along James Street. The applicant shall work with the city of Seattle to create a solution.
3. Embed all of the MUP conditions listed at the end of this decision in the building permit drawings.
4. Embed the 11 x 17 colored elevation drawings from the DR Recommendation meeting and as updated into the Building Permit Plan set in order to facilitate subsequent review of compliance with Design Review.

Prior to Construction

5. The Land Use Planner will attend all pre-construction conferences with DPD building staff and applicant representatives to monitor building plan consistency with approved MUP drawings.

During Construction

6. The Land Use Planner will attend all relevant construction meetings affecting building design with city staff and applicant representatives. Proposed changes to the building design that vary from the approved Master Use Permit will be reviewed by the Land Use Planner.

Prior to Issuance of Occupancy

7. Before issuance of a Certificate of Occupancy (or Temporary Certificate of Occupancy), the Land Use Planner will inspect the building and plaza for compliance with the approved MUP.
8. Accrued fees (at $250 per hour or current Land Use hourly fee during perod services were rendered) for the Land Use Planner's efforts at monitoring and validating the MUP approved design will be paid by the applicant before issuance of a Certificate of Occupancy.

9. Compliance with all images and text on the MUP drawings, design review meeting guidelines and approved design features and elements (including exterior materials, landscaping and ROW improvements) shall be verified by the DPD Land Use Planner, Bruce P. Rips, AICP, assigned to this project or by the Design Review Manager. An appointment with the assigned Land Use Planner must be made at least (3) working days in advance of field inspection. The Land Use Planner will determine whether submission of revised plans is required to ensure that compliance has been achieved.

For the Life of the Project

10. Ensure that the Metro escalator leading to the plaza remains as a method of conveyance to and from the Metro Station.
11. As proposed, the architectural features and details presented at the Final Design Review meeting shall remain.
12. Any proposed changes to the exterior of the building or the site must be submitted to DPD for review and approval by the Land Use Planner or by the Design Review Manager. Any proposed changes to the improvements in the public right-of-way must be submitted to DPD and SDOT for review and for final approval by SDOT.

CONDITIONS - SEPA

Prior to MUP Issuance

13. At grade and plaza locations near the office tower, reduce wind speeds with use of increased vegetation and overhead canopies along the sidewalk. On the plans, show the use of wind screens, increased vegetation and/or trellises in the plaza areas south of the office tower.
14. At other ground level/plaza areas, show on the plans screens near outdoor seating areas during windier and cooler winter months when wind chill is an issue. Local wind screens are useful at locations where there are openings in the building planned.
15. At the amenities level for the residential tower, use glass wind screens on the roof garden to prevent strong winds. Show on the MUP plans canopies or trelleses as an effective wind control measure to help downwwashing.

Prior to the Issuance of the Demolition and/or Shoring Permit

16. The applicant shall submit for review and approval a Construction Management Plan to address mitigation of impacts resulting from all construction activities. The Plan shall include a discussion on management of construction related noise, efforts to mitigate noise impacts and community outreach efforts to allow people within the immediate area of the project to have opportunities to contact the site to express concern about noise. The project shall also include all mitigating measures for construction related impacts identified in the Addendum. The Plan may also be incorporated into any Construction Management Plans required to mitigate any short term transportation impacts that result from the project.
17. Prepare a Construction Transportation Management Plan to minimize disruption to traffic flow on adjacent streets. The Plan shall include details on lane and sidewalk closures, construction haul routes and staging areas, and a traffic plan for truck deliveries/routes and construction workers. The plan will analyze the need for special signage, flaggers, route definitions, flow of vehicles and pedestrians during construction and street cleaning.
18. Execute an Integrated Clean-up Plan with the Department of Ecology.
19. The applicant shall coordinate with King County Metro transit relative to construction activity that could affect transit service proximate to the project site, including the closure of the Pioneer Square Station portal on the east side of Third Avenue and any potential conflicts with transit stops adjacent to the site.

During Construction

20. The project shall implement all mitigating measures for construction related impacts identified in the EIS Addendum and contained in the Construction Management Plan.
21. Conduct site cleanup in accordance with applicable Model Toxic Control Act requirements.
22. In order to prevent potential future releases of contaminants to the soil or groundwater, remove any existing fuel within any existing UST prior to decommissioning and removing the UST from the site, and either remove or contain contaminated soils consistent with provisions of the approved Integrated Clean-up Plan. The USTs would be decommissioned and removed by a licensed UST removal contractor in accordance with WAS 173-360 once they were uncovered.
23. A state certified UST site assessor or professional engineer (PE) would need to be on site during removal to perform soil sampling for potential petroleum hydrocarbon contamination in the vicinity of the UST formerly located on the eastern edge of the property. If necessary, perform cleanup in accordance with applicable MTCA requirements. The site assessor would also need to prepare a UST site assessment report for submittal to the Western State Department of Ecology.
24. In the event that contaminated soils are encountered on site, proper precautions, including the following, will be taken in the event contaminated soils are discovered:
    a. requiring contractors present during to have health and safety plans in place that address the risks of encountering contaminated soils;
    b. requiring excavation contractors to have 40-houur HAZWOPER trained individuals available, if necessary, to excavate contaminated soils;
    c. having an environmental consulting firm on retainer to oversee any work that becomes necessary in response to contaminated soils; and
    d. complying with all applicable laws and regulations in the handling, removal, transport, and disposal of any contaminated soils.
25. As necessary during demolition, excavation, and construction, sprinkle debris and exposed areas to control dust.
26. As necessary cover or wet transported earth material.
27. Provide quarry spall areas on-site prior to construction vehicles exiting the site.
28. Wash truck tires and undercarriages prior to trucks traveling on City streets.
29. Promptly sweep earth tracked or spilled onto City streets.
30. Use well-maintained construction equipment and vehicles to reduce emissions from such equipment and construction-related trucks.
31. Avoid prolonged periods of vehicle idling.
32. Schedule the delivery and removal of construction materials and heavy equipment to minimize congestion during peak travel times associated with adjacent streets.
33. Use nearby parking garages and surface lots for construction worker parking until the parking garage associated with Civic Square is usable.
34. Access to the Pioneer Square Transit Station shall remain available from several other access portals in the site vicinity including along the west side of Third Ave. and along Yesler Way between Second Ave. and Third Ave.
35. Alternative pedestrian routes will need to be provided to maintain pedestrian circulation patterns proximate to the site when existing sidewalks or walkways are temporarily closed during construction.
36. When sidewalk areas remain open for pedestrian safety, a covered walkway with staging will be provided.
37. Implement the following noise and vibration reduction techniques and strategies:
    - Limit most construction related activities to standard construction hours between 7 am and 6 pm Monday through Friday and 9:00 am to 6:00 pm on Saturdays, ensuring nighttime activities do not exceed noise ordinance limits.

- Limit the use of noise impact-type equipment, such as pavement breakers, pile drivers, jackhammers, sand blasting tools and other impulse noise sources, to work activity between 8 am and 5 pm on weekdays.
- Whenever appropriate, substitute hydraulic impact tools with electric models to further reduce demolition and construction related noise and vibration.
- Provide properly sized and maintained mufflers, engine intake silencers, and where necessary engine enclosures on operating equipment.
- Turn-off idling equipment.
- Ensure that truck haul routes to be jointly developed by the applicant, SDOT and DPD. DPD and SDOT will approve the proposed routes.
- As necessary, deploy portable sound barriers around generators, compressors, tieback drill rigs.
- As needed, construct temporary barriers at least as dense as one-half inch thick plywood with sound dampening insulation.
- Stage concrete trucks at a location outside of Downtown in order to limit the number of concrete trucks on-site at any one time.
- Where possible, pre-fabricate core-wall formwork at the contractor's off-site facility to minimize the use of electric saws and hammers on site.
- Where possible, locate the concrete pumping station and associated trucks to minimize impacts to residents in nearby buildings and other sensitive land use proximate to the project site.
- Use hydraulic jacks to life the core-wall formwork rather than disengaging, hoisting with crane, and re-attachment.
- Pre-fabricate large duct risers and long interior runs and hoist them into place.
- Screen the building perimeter during steel fireproofing activities.

Prior to Building Occupancy

38. Implement a Transportation Management Plan (TMP) to reduce commute trips associated with the office use on the site. The TMP would be enacted consistent with the City of Seattle Director's Rule 19-2008. The goal of this TMP is to reduce the single-occupant vehicle trips to 26% of all trips. Key elements of the TMP shall be the following
    a. Provide a transportation coordinator to manage and promote the TMP
    b. Offer transit pass subsidy
    c. Unbundle parking charges from the tenant leases
    d. Provide ride-match information
    e. Provide free parking for vanpools
    f. Provide reserved parking spaces for vanpools
    g. Provide shower and locker facilities
    h. Provide bike storage in a convenient location.

Signature: (signature of file) Date: October 22, 2009
Bruce P. Rips, AICP
Department of Planning and Development
Land Use Division

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